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ABSTRACT

This report contains hearings held to determine the advisability of passage of legislation setting up universal lunch program demonstration projects. It contains statements by food service association representatives, a superintendent of schools, and by Congressional Representatives. (JF)

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PILOT UNIVERSAL LUNCH PROGRAM

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HEARING BEFORE THE COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES NINETY-SECOND CONGRESS SECOND SESSION ON **H.R. 13452**

A BILL TO PROVIDE FOR A PROGRAM OF DEMONSTRATION PROJECTS TO TEST AND EVALUATE THE EFFECTIVENESS, NUTRITIONAL BENEFITS, ADMINISTRATIVE PROCEDURES, AND POTENTIAL COSTS OF A UNIVERSAL FOOD SERVICE AND NUTRITION EDUCATION PROGRAM FOR CHILDREN

HEARING HELD IN WASHINGTON, D.C., MARCH 20, 1972

Printed for the use of the Committee on Education and Labor
CARL D. PERKINS, *Chairman*

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PILOT UNIVERSAL LUNCH PROGRAM

MONDAY, MARCH 20, 1972

HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The committee met at 10 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins, Green, Quie, Ruth, and Veysey. Staff members present: Marian Wyman, special assistant to the chairman, and Charles W. Radcliffe, minority counsel for education. (Text of H.R. 13452 follows:)

[H.R. 13452, 92d Cong., second sess.]

A BILL To provide for a program of demonstration projects to test and evaluate the effectiveness, nutritional benefits, administrative procedures, and potential costs of a universal food service and nutrition education program for children

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Elementary and Secondary Education Act of 1965, is amended by adding at the end thereof the following new section:

"DEMONSTRATION PROJECTS IN UNIVERSAL FOOD SERVICE AND NUTRITIONAL EDUCATION PROGRAMS

"Sec. 310. (a) The Secretary of Agriculture (hereinafter in this section referred to as the Secretary), in cooperation with the Secretary of Health, Education, and Welfare, is directed to formulate and administer cooperatively with State educational agencies a program of grants for demonstration projects designed to provide universal food service and nutrition education programs.

"(b) Demonstration projects supported under this section shall—

"(1) be designed to provide each child in attendance an equal opportunity to participate on the same basis as all other children with no discrimination as to time and place of serving or types or amounts of food offered;

"(2) be conducted on a nonprofit basis under the supervision of the governing authorities of participating schools; and

"(3) provide at least one meal a day without charge to all children in attendance; such meals shall consist of a combination of foods meeting a minimum of one-third of the child's minimal daily nutritional requirements. Additional meals and/or supplemental food services may be offered to all children in attendance at varying times of the day based on nutritional needs. Projects supported under this section shall be distributed to the greatest extent possible throughout the Nation and carried out in both urban and rural areas. In supporting projects under this section, the Secretary shall seek to achieve a distribution which allows for support of projects (1) in public and private nonprofit elementary and secondary schools, including kindergartens or child care centers where they are operated as part of the school system; (2) in low, middle, and high income areas; (3) which allow for evaluating varying methods of food preparation, delivery service, including central and satellite kitchens or commercially supplied food service; (4) in districtwide programs as well as in pilot operations and individual school attendance units; and (5) in school districts with varying ethnic and racial enrollments.

"(c) The Secretary, in cooperation with the Commissioner, shall formulate the basic elements of a nutrition education program for children to be extended through State educational agencies to schools selected for participation as demonstration projects.

"(d) The Secretary shall utilize the services of the National Advisory Council established under section 14 of Public Law 91-218, for the purpose of evaluating the results of the program of the program authorized by this section. The Secretary is authorized to appoint such special or technical advisory committees as he may deem necessary to assist in this evaluation. He shall secure the advice, assistance and recommendations of such other persons and organizations as in his discretion deems necessary in making such evaluations.

"(e) For the purpose of making grants under this section, there are hereby authorized to be appropriated \$5,000,000 for each of the fiscal years ending June 30, 1973, and June 30, 1974. Such appropriated may be used to finance (1) direct Federal expenses; (2) State administration expenses; and (3) the cost of preparing and serving meals in pilot schools including the costs of equipment and services related thereto but not the cost of land or construction of buildings."

Chairman PERKINS. Let me first welcome all of you here.

We have a quorum present; Mrs. Green is here.

We are opening hearings this morning on a bill to provide for a program of demonstration projects to test and evaluate the effectiveness, nutritional benefits, administrative procedures, and potential costs of universal food service and nutrition education program for children.

I am delighted to welcome you here, Miss Martin, and you may proceed at this time.

STATEMENTS OF JOSEPHINE MARTIN, OF ATLANTA, GA., LEGISLATIVE CHAIRMAN, AND LAWRENCE BARTLETT, OF NASHVILLE, TENN., CHAIRMAN, STATE DIRECTORS OF SCHOOL FOOD SERVICE. AMERICAN SCHOOL FOOD SERVICE ASSOCIATION

Miss MARTIN. Mr. Chairman, with your permission, we would like for Mr. Bartlett to lead off.

Mr. BARTLETT. Mr. Chairman, my name is Lawrence Bartlett. I am the director of School Food Services for the Tennessee Department of Education. My appearance before this committee today, however, is primarily in the role of chairman of the State directors section of the American School Food Service Association. In presenting this testimony I am speaking for our 49,000 members and the 25 million children in school who are participating in the national school lunch program.

I am speaking also for our executive director, Dr. John N. Perryman, who has testified before this committee on many previous occasions.

This will be the first opportunity that I have had to appear before this particular committee, but I have testified before other committees, both in the House and the Senate.

I thank you for giving me this opportunity to speak in response to H.R. 13452, a bill to provide for a program of demonstration projects to test and evaluate the effectiveness, nutritional benefits, administrative procedures, and potential costs of a universal food service and nutrition education program for children.

Mr. Chairman, I need not remind you of the strong, deep-seated, grassroots support that the American School Food Service Association has developed and nurtured for your universal bill which was introduced in the first session of the 92d Congress as H.R. 5291, a bill to

establish a universal food service and nutrition education program for children. You have our pledge of support for the concepts expressed in that bill.

It is my privilege to represent Dr. Perryman and act as chairman of this panel which consists of Josephine Martin, State director, School Food Services, Georgia; Virginia Ball, School Food Services, St. Paul, Minn.; and our consultant and ASFSA Washington representative, Mr. Sam Vanneman.

Section 19 of H.R. 5291 provides for pilot programs to test and develop the most effective techniques and procedures for effectuating the provisions of the act and for the purpose of developing appropriate estimates of participation and costs.

If that bill should be passed by the Congress and signed into law after July 1, 1972, it could be fiscal year 1974, the 1973-74 school year, before any pilot programs could be initiated.

With the intensification of the complexities of regulations and the necessity for adherence to these regulations in present school food service programs, we can't afford the luxury of waiting for possibly 2 to 3 years to begin pilot programs.

Our association urges that pilot programs be initiated by the beginning of the next school year to test out concepts that we believe are right for all children, but which must be demonstrated to the complete satisfaction of the Congress that they are right.

May I revert momentarily to my regular role as State director of School Food Services for Tennessee and relay to this committee some of the very significant results of a pilot program jointly initiated in the fall of 1970 by the city schools of Memphis and our State.

This initial study involved six schools in a highly concentrated low-income area consisting of four elementary and two secondary schools. The average daily attendance in these six schools for the 1970-71 school year was 8,529. The average daily meals served in March 1971 was 8,285.

Here are the savings that were effectuated in these schools as reported by the director of food services in Memphis:

Cost of lunch tickets, cards, or books.....	\$17,000
Labor cost per plate (savings) of \$0.0306.....	44,366
Total savings.....	61,366

Another savings that most people might not consider significant, but we did, and that is the matter of break-ins and vandalism.

In the six-school project during 1969-70 school year, there were reported a minimum of 38 break-ins in the schools, in which replacement costs or damages amounted to \$2,876.

During the full year of the pilot program there were only 12 break-ins with an estimated replacement cost of only \$1,038.

The net reports of this were 26 break-ins less, and a total savings of \$1,838.

It is estimated that managers of food services in Memphis schools that did not participate in this particular project spend a minimum of 15 percent of their time in handling lunch tickets, lunch cards, or lunch books. If this time were directed to the more needed activity of program supervision or management, the total program would have benefited. The time now spent doing these chores of handling the lunch tickets, and so forth, is costing approximately \$45,000.

I must now assume my original role, that of representing our association. Some of the most serious indictments that we hear against a universal program is the amount of the cost involved. In my very candid opinion there can be many offsetting savings that can and will help to reduce the cost so that the per child expenditure could be considerably less than it is now costing the parent, the Federal, State, and local governments.

It is because of the many and compounding complexities of the program that we need a series of pilot programs initiated under controlled conditions to determine not only the costs, but also the savings, that can be effectuated.

The proposals outlined in H.R. 13452 should give us many of the answers. Therefore, we again pledge the support of our association to secure passage of this bill as well as for the passage of the universal bill, and, Mr. Chairman, to assure you that some pilot program situations can be found, we are volunteering the entire State of Tennessee or any part of it for pilot program testing.

Thank you.

Chairman PERKINS. The opposition to this bill apparently stems from the proposition that youngsters who are able to pay for their meals should pay, and we should not provide those youngsters with free meals. In other words, we have to separate the ones that are able to pay from all those who are not. That is more or less the theory of the present school lunch program.

Mr. BARTLETT. That is right.

Chairman PERKINS. What is your answer to this opposition?

Mr. BARTLETT. Mr. Chairman, in my candid opinion, the parents who are now paying for their children's lunch daily are, also, in reality, paying for the free lunch children because they are paying both Federal and State taxes for support of this program.

So, in effect, if we feed the same number of children or increase this number of children, the people who are currently paying for the program are in reality already paying for it.

So we can eliminate a lot of the cost by making it without direct cost to the individual child, and eliminate the problem of trying to apply an economic means test, getting many people perhaps who may cheat a little bit on this, as in our opinion we would come up with a total cost per plate of less than it is now costing for the same number of children, if it was made free to every child in the school.

Chairman PERKINS. Mr. Quie?

Mr. QUIE. Do you think we should use that same philosophy under other programs? Since so many people are under AFDC, do you think every such family in AFDC should be funded the same way?

Mr. BARTLETT. I am not quite as familiar with other programs as I am with the educational aspects. Primarily in our school programs we talk of a free public education program, and this is one of the very few segments of a public free education program that requires daily contributions by those who participate. We do not ask the child how much money his family earns when we provide a bus to take him to school or if he enrolls in an English class, so my feeling is if we accept the philosophy that we have a free public education, then this is a very valid part of it, and it should be made available to every child without checking to see if he can financially afford it.

Mr. QUIE. How many meals should we provide free to everybody? We are providing breakfast in some places. Is it sufficient with breakfast and the noon meal, or should we extend school a little longer so they can get the evening meal, too?

Mr. BARTLETT. At this point we have not gone into the evening program. We are a strong advocate of the breakfast program as a component to the lunch program. Now I don't have before me the total number of meals that are served. Perhaps our consultant can give us a figure on that if we need that specifically, sir.

In my State we are feeding over 100 million meals per year in the lunch program.

Mr. QUIE. I gather you would like to have free breakfasts and lunches, at least, for everyone?

Mr. BARTLETT. Right.

Mr. QUIE. And you are leaving the door open for the evening meal if we want to get to that?

Mr. BARTLETT. We would not want to close it completely tight.

Mr. QUIE. You could put some cots in there and the children would never have to go home then.

That is all.

Chairman PERKINS. Mrs. Green?

Mrs. GREEN. I did not hear an answer to Congressman Quié. Would you serve everybody a free breakfast?

Mr. BARTLETT. In the present concept the children who are now eligible for a free lunch under proposed regulations next year would be eligible for a free breakfast also. My thinking is that since the breakfast program is a fairly small program, personally I would have no objection to a free breakfast to every child because many children do come to school without breakfast, and we think this would be a marvelous way of starting the day for the child.

Mrs. GREEN. How much of the school personnel would be involved in operating the breakfast and lunch programs and therefore would not be able to perform those tasks for which they are professionally trained, as teachers?

Would you hire outsiders to take care of the food programs?

Mr. BARTLETT. Under this new concept we would want to relieve the teacher of this responsibility. I think if we make a program available, including breakfast and lunch to every child, then we have eliminated a lot of the so-called redtape procedures involved in trying to identify children for eligibility under present income level standards.

Mrs. GREEN. You may or may not have reduced the redtape, but you have increased tremendously the amount of work required if you provide meals for every child.

What about health? If a youngster needs glasses or some other item, we provide it on the basis of that need. But under your theory would we provide comprehensive free health service, glasses and dental work for every child in school?

Mr. BARTLETT. The present concept, the low income child is being provided for.

Mrs. GREEN. You are either not hearing the questions or are evading them. As I understand the situation, youngsters now receive a free lunch on the basis of need, and you recommend that everyone be given a free lunch whether he needs it or not. We now give free

glasses on the basis of need. In accord with your philosophy, would we make health services available or make glasses or dental work available to everybody regardless of their need, because you have defined such services as an integral part of the education program?

Mr. BARTLETT. Mrs. Green, if this is necessary to assure that child of getting the best that is available to him—and not waste the taxpayers' money because he is unable to learn—if this was the only way that that child could get these benefits, I think it should be provided.

Mrs. GREEN. But what if the child's parents can provide these things? Do we provide such services anyhow because it is part of the free public school system?

Mr. BARTLETT. I am not sure I could answer that.

Mrs. GREEN. But you do recommend free lunches even though the parents could supply the lunch for the child? You still recommend that we assume the full responsibility and supply free lunches for everybody?

Mr. BARTLETT. That is correct.

Mrs. GREEN. Why wouldn't you provide health services which seems more basic?

Mr. BARTLETT. I could not speak for the association I represent, but for myself I would say that this perhaps should be done.

Mrs. GREEN. Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Vesey.

Mr. VEYSEY. Mr. Chairman, Mr. Bartlett, I find it hard to resist the idea that we ought to explore an interesting area such as this, but I have information which indicates that there are a number of communities now presenting free lunch programs. Is this true?

Mr. BARTLETT. To my knowledge there are only a few situations in which a complete lunch program is provided without direct costs, and these are in selected test situations. As I indicated in my testimony here, we do have a pilot program in operation on this basis in Memphis.

Mr. VEYSEY. Isn't that exactly what these programs—the half dozen or so that I am aware of—isn't that what they are intended to explore, the same objectives that you have in this bill?

Mr. BARTLETT. The objectives in the present proposal would include the nutrition education which is not being provided under our present program.

Mr. VEYSEY. That would then be the only additional element?

Mr. BARTLETT. That would be an additional concept.

Mr. VEYSEY. And the rest would be duplicative of the other pilot projects now going forward?

Mr. BARTLETT. I think there are more items in this than just the nutrition.

Mr. VEYSEY. Can you point them out to me, please?

Mr. BARTLETT. The teacher, the training of the workers primarily. The big concern that we would have here is development of a nutrition education program and the training of workers, means of administration, simplification of administration of the program.

Mr. VEYSEY. I grant you there is a simplification element if you say everybody comes in on a free basis. I think that is a simplification. But what is the situation in these existing programs? Are you aware of the program, for example, in Memphis, Tenn.? I understand there is

a pilot going there; also in Seattle, Wash., in Hoboken, N.J., in Bridgeport, Conn.

Mr. BARTLETT. I am aware primarily of the one in Memphis, and our concern here is that making lunches available to the children without direct cost eliminates the problem of identification of these — —

Mr. VEYSEY. Isn't that what these existing community programs are doing, the ones that I have enumerated?

Mr. BARTLETT. I am not familiar with what the others are doing.

Mr. VEYSEY. It occurs to me, Mr. Bartlett, if you are proposing or advocating here an expenditure of \$5 million a year to establish additional pilots to find out much the same things that are now being explored and studied in half a dozen locations in the Nation, I think we should come together here some way and build on the experience that has already been funded and the lessons that have already been learned in these other locations.

I would like to commend to you checking on the experience thus far with these other pilots before we go in yet another pilot project on top of that. That would be one observation.

Secondly, the whole objective of this bill, as I understand it, is to find out some things, find out how people respond, what the cost would be, what the cost of alternative delivery systems would be and what the benefits would be.

But I fail to find in this bill any requirements that that sort of information comes out of it. In other words, there is no evaluation requirement in the bill. It just sets up the pilots without any real strong evaluation of performance against goals that we would like to achieve.

I think this is a serious defect, and how could we say we are going to try to find out these things without that being in the legislation?

Mr. BARTLETT. Perhaps that might be somewhat difficult to do. I was not earlier familiar with the bill to recognize that this evaluation procedure had actually been left out of it.

Mr. VEYSEY. I don't find it there. The chairman and the other members of the committee know I have been advocating strong evaluation sections in much of the educational legislation going through this committee. I would not want to see us put out a pilot project without the mechanism in it to assure us of finding information on these questions.

Mr. QUIE. Could you tell me what the cost per meal in Memphis is under your new free program as compared to the cost per meal for providing food when there were some of the students paying for it?

Mr. BARTLETT. The current cost is approximately 46 cents per plate.

Mr. QUIE. Does that take care of everything, the labor?

Mr. BARTLETT. That includes the reported cost that the school itself has, administrative cost, warehousing, administrative, labor, food purchases, nonfood, all of these items that go to make up the present cost of running the program.

Mr. QUIE. What about the cost of the kitchen and the equipment that went into it?

Mr. BARTLETT. This is not included. These programs are operated in existing kitchens that were long established and this cost has not been included or reported in this operating cost.

Mr. QUIE. What was the cost before you went into that free program?

Mr. BARTLETT. Last year's cost—of course, they have a system-wide, about 146 schools involved—the cost per plate in this study that they did last year was approximately 3 cents per plate less than the average cost for the rest of the schools in the system.

Mr. QUIE. Why was it costing them less? I see you have a labor-saving figure here, a little over 3 cents per plate.

Mr. BARTLETT. This labor savings was due—when you calculate on a per plate cost you take all of the plates, all the lunches served during the month or during the year, and you still have the same amount probably of labor involved. If you have a constant level of children eating daily, then you adjust your labor, your food purchases, and the amount of food you prepare for the day to agree with the number of children that you are serving, so that then you do not have these ups and downs, and highs and lows, as far as participation is concerned. When you have low participation for the day, you probably have the same amount of labor involved. You may have prepared the same amount of food as you would if you had a high participation. So the level of participation in the Memphis city schools has been fairly constant, so they know exactly how much to prepare for the day.

They have also eliminated labor in not having to fool with collection procedures in these schools. These are some of the reasons for the cost savings.

Mr. QUIE. You have an average daily attendance of 8,539 and average daily meals served, 8,285. What was the average daily meals served prior to the program?

Mr. BARTLETT. The system average was about 70 percent whereas our statewide average in the State of Tennessee is in excess of that.

Mr. QUIE. Are you comparing then in your own evaluation the experience in these six schools with this district average or with the State average? Shouldn't you take those same schools and compare what the experience was with them before and the experience afterward?

Mr. BARTLETT. We can get that comparison. I don't have it right at my hand right at this moment.

Mr. QUIE. Can you send that up to us, because I think that would be valuable in trying ourselves to determine that.

Also, what has happened with the throw-away food since you went to free meals as compared to when some of the kids were paying for it?

Mr. BARTLETT. It is considerably less.

Mr. QUIE. I mean thrown away by the kids.

Mr. BARTLETT. I visited a number of those schools, and I saw very little food thrown away.

Mr. QUIE. I assume there is a lot of food thrown away when they pay for it, and I can't imagine changing to a program where because it was free that would cause them to eat it.

Mr. BARTLETT. The food is very acceptable. It is well prepared. I was in one of the schools less than 3 weeks ago, and there was practically no food waste.

Mr. QUIE. Is it better prepared and is there a better choice of menu now than there was before you provided a free program?

Mr. BARTLETT. I would not say it was any big change in the quality of food. I just could not say there would be any change.

Mr. QUIE. I would like to have those figures of the amount that was thrown away by kids when they were paying for part of it and the amount that is being thrown away now when it is free, and compare it, because my belief is that if you pay for something you utilize it better than if you are given it free.

Mr. BARTLETT. I would say the food waste in these schools is very minimum.

Mr. QUIE. But you can get that information for us, the amount that was thrown away before and the amount thrown away now.

The other question I would have is if we go to free programs, do you think we ought to permit people to come in with vending machines and choices other than what is provided in the school kitchen so they could compete with the school and also have a chance to meet the diet desires of the kids? In the case of schools in some parts of the cities where it is impossible for them to build a kitchen, perhaps a private operator with a vending operation could come in there more reasonably.

Mr. BARTLETT. Basically I am opposed to the outside people coming in and trying to do a job that can be done effectively by our own staff within our own facilities.

I would admit, sir, that perhaps in some of the programs in the major cities that ethnic likes and dislikes come into this, and there might be some difficulty on a planned systemwide menu where you might have difficulties meeting all of those needs or likes or dislikes. But, basically, I believe that the school food service people themselves can do the job as effectively and perhaps more effectively than can the profit-motivated outside groups, given the same job.

Mr. QUIE. Do you think there ought to be competition so they can prove they could do it more efficiently?

Mr. BARTLETT. I have no objection to competition. If we are doing an ineffective job, somebody should see what they can do to improve it.

Mr. QUIE. My feeling is that the Department of Agriculture frowns on anybody coming in and giving competition. They try to throw out roadblocks in the way.

Mr. BARTLETT. For some 20 years this was in the regulations which you are familiar with.

Mr. QUIE. What about the percentage of the cost of the meals that the Federal Government ought to pay for? What percent do you desire?

Mr. BARTLETT. I am sorry, I did not hear that.

Mr. QUIE. In providing free lunches now I assume that the Federal Government would not have to pay 100 percent of the cost because they do not have to pay 100 percent of the cost of education. The Federal Government pays 7 percent of the amount of secondary and elementary education cost. Would this be sufficient for the food program, just like education, or should we move it to a higher figure?

Mr. BARTLETT. We should move it to a higher figure.

Mr. QUIE. What level do you think we should move it to?

Mr. BARTLETT. I would think initially, of course—we are talking now primarily of a pilot program—we would assume this would be a completely federally funded program for a pilot program. But for a universal bill, certainly initially I would say we need to move to

approximately 90-percent level at the Federal Government and then have acceleration or reducing of this at later stages.

Mr. QUIE. Earlier you were talking about providing food service as something comparable to providing education. The local schools are willing to provide education for the children even if the government did not put up anything, but they must not care about the food program if the Federal Government has to pay 90 percent to induce them to do it.

Mr. BARTLETT. We have to go back to the recognition that a free public education program has been here much, much longer than the concept of a lunch program as a part of it. I think it is a matter of needing to educate our educators that food is essential to a good education program.

Mr. QUIE. On the other side they might be right. What if we are to provide \$2 billion for this program to make it universal? Do you think it would be better spent to spend \$2 billion on feeding children whose parents can afford to feed them or to improve the quality of education?

Mr. BARTLETT. I don't think we can divorce the needs for a good nutrition, good food program, from the concept that a child needs this in order to learn. I don't believe you can spend it much more effectively in the other realms of education than you could if you spent it for food.

Miss MARTIN. May I add to that? I think that one of the reasons we feel that universal school food service and nutrition education is so important—and we are referring to it as universal and not free because we would like to get it away from the concept of free welfare, in this area—but universal because all children need nutrition and nutrition education regardless of the child's socioeconomic level, his cultural pattern or what else, he needs nutrition, one-third of his daily food needs as a minimum at school each day.

The reason he needs this is for two purposes: No. 1, he needs it to fulfill his nutritional needs for physical and mental development. Secondly, if we are spending the billions of dollars on education that we are spending, we want to get the maximum benefits from the educational program, and if the child is hungry, it makes no difference why he is hungry, whether it is because he does not have the money, whether he spends his money for something else, or whether he has poor food habits, we still cannot have him take full advantage of an educational program unless he is well nourished or adequately nourished.

Mr. QUIE. I have a comment, but I will yield to Mrs. Green.

Mrs. GREEN. I don't think there is any disagreement on that question. But what is at issue here is if the parents are able to supply good nutritious meals, then why should the Federal Government or State or local government step in and say, "Even though you can feed your children properly, we will do it anyway"?

Miss MARTIN. Mrs. Green, I think we could always look back 20 or 25 years; if we had started a nutrition education program in 1946 when the National School Lunch Act was begun, then we would have been teaching young people to make wise food choices and those young people that would have already learned how to make wise food choices back then would be the parents of today.

But, unfortunately, people do not spend their money wisely. Often-times when they have to cut down on family expenses, the first place they cut is food, because they have an overhead.

Mrs. GREEN. Then, what you are saying is that all of the parents who can afford to supply lunches and other meals for their children do not have enough brains to supply nutritious meals. Is that what you are saying?

Miss MARTIN. No.

Mrs. GREEN. But that is the only realistic interpretation of your comments. You said we must educate in the area of nutrition. I am talking about families that have just as much sense as the people planning school lunches and who have supplied their children through the years with nutritious, well-balanced meals. My question is: Why should the Government step in and say, "Even though you are doing this, we will do it?"

Miss MARTIN. I refer to the 1965 household food consumption report made by the Department of Agriculture. This study indicated that fewer American families were well fed in 1965 than in 1955.

Mrs. GREEN. I don't see that citing such a report has anything to do with my question. I am talking about the families that can afford to supply nutritious meals and are doing so. Why should the Government then step in and say, "We will do it"?

Miss MARTIN. Because many of the families who can afford to do it do not. They have not recognized the importance of nutrition to their child.

Mrs. GREEN. Again, you did not respond to my question. I am referring to families that do know about nutrition, and know as much as you or anyone else. I am talking about those families that can afford to supply nutritious meals, and do so. Why should the Government step in and say, "We will supply the meals for your youngsters and we will pay for it"?

Miss MARTIN. I really do not have an answer to that question, but but maybe we could look at it from another point of view, and that is from the standpoint of our goal of trying to help improve the educational opportunities for disadvantaged children.

The curriculum experts tell us that one of the places that where we need to work with disadvantaged children is in building his self-image and, oftentimes the poor child will not accept lunch at school because it is a free lunch and the children who are better off than he is financially do not get the lunch free.

Mrs. GREEN. Now, apparently you are offering another reason for supplying everyone with meals. Do you have any statistics that bear up what you just said: that the selective serving of meals to those in need destroys the self-image of the poor child, and that the disadvantaged child won't accept the free lunch because others are not getting these meals? Are there any statistics to substantiate your assertion?

Miss MARTIN. To my knowledge, there are no specific statistics. You hear school principals and school superintendents say this. I don't know how you could arrive at a statistical report to indicate this.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Thank you for coming here today. One comment, though. I guess I would agree to the Federal Government providing the same share for food services as they provide for the rest of education and, to

the extent we could convince the Federal Government to increase its degree of elementary and secondary school revenues, I would agree they ought to increase their assistance for food programs so it would come out the same percentage, but I think that it is necessary for you to convince parents and school board members and teachers, and not just the Members of Congress, on the need for free food.

I know there are many motivations. I served on the Agriculture Committee for awhile, and I know the motivation there of providing free food service for people. It is not just to help the nutrition of the people.

I also know there is a temptation to think of one's own aspect of education, meaning the food service, and thinking that is the most important of all. But I think we have a long ways to go in providing an adequate education as yet, and healthy functioning illiterates are not going to be much help to the Nation.

(The following letter was received from Mr. Bartlett.)

AMERICAN SCHOOL FOOD SERVICE ASSOCIATION,
Nashville, Tenn., May 11, 1972.

Hon. CARL PERKINS,
Congress of the United States, House of Representatives, Committee on Education and Labor, Rayburn House Office Building, Washington, D.C.

DEAR SIR: This is a delayed answer to at least two questions which were asked by members of the Committee on Education and Labor when I presented testimony in favor of H.R. 13452, a Bill to provide for a program of demonstration projects to test and evaluate the effectiveness, nutritional benefits, administrative procedures, and potential costs of a universal food service and nutrition education program for children.

As I recall the two questions were as follows:

- (1) What is the difference in participation rate in the "all free" schools in the pilot study in Memphis before and after the charge for lunches was eliminated?
- (2) What is the difference in plate waste in the Six-School Project before and after?

On the enclosures I am providing answers to these two questions. It is requested that this be included as a part of my testimony at this hearing.

Very truly yours,

LAWRENCE BARTLETT,
Chairman, State Directors Section.

(1) Difference between participation rate in the "all free" schools in the pilot study in Memphis before and after:

School	Fiscal year 1969-70			Fiscal year 1970-71		
	ADA	ADP	Percent participation	ADA	ADP	Percent participation
Georgia Avenue.....	1,736	1,578	90.8	1,779	1,729	97.1
La Rose.....	1,451	1,124	77.4	1,348	1,324	98.2
Leath.....	713	644	90.3	596	581	97.4
Locke.....	997	882	88.4	888	874	98.4
Porter.....	2,013	1,554	77.1	2,166	2,152	99.4
B. T. Washington ¹				1,762	1,755	96.6
Total.....	6,910	5,782	83.6	8,539	8,415	98.5

¹ Did not participate in NSLP during 1969-70.

(2) Plate waste before and after: The Area Supervisor with the Tennessee Department of Education who is responsible for supervising the School Food Service Program in Memphis and who has observed these schools very closely is of the opinion that plate waste (that which is discarded by the student) in these six schools is very much less than many of the other schools that she supervises. She also is of the opinion that it certainly is no greater now than it was before the

"all free" program was started. The Food Service Director in Memphis has also indicated to me that he feels the plate waste is no more now than before the "all free" program began.

My own personal observation in visiting in one of these schools not more than two weeks before presenting my testimony was that plate waste was very nominal.

The total plate cost (food-labor-other) in these six schools for April 1971 is tabulated and shown in the following table:

School	Plate cost	
	April 1971	February 1972 ¹
Georgia Avenue.....	0.355	0.397
La Rose.....	.356	.359
Leath.....	.374	.485
Locke.....	.429	.476
Porter.....	.395	.453
B. T. Washington.....	.459	.448
Unweighted average.....	.395	.443
System average (for all schools in system).....	.473	.502

¹Latest month that complete data was available at the State office.

Chairman PERKINS. Our next witness is Mrs. Virginia Ball, from St. Paul, Minn., public schools.

I want to hear your comments in connection with the pilot program for universal school feeding.

We are only talking about lunch, not the breakfast program.

STATEMENT OF VIRGINIA H. BALL, DIRECTOR OF SCHOOL FOOD SERVICE, INDEPENDENT SCHOOL DISTRICT NO. 625, ST. PAUL, MINN.

Mrs. BALL. It is a privilege for me to represent the major city directors and the Board of Education of Independent School District No. 625, St. Paul, Minn., before your committee today.

By way of background, the board of education and the school administration mandated in 1967 food service for all children in St. Paul as rapidly as it could be accomplished. Secondary schools and three elementary schools serving handicapped children had been in the school lunch program for many years. Fifty-nine elementary programs were opened between September 1967, and September 1971. All of the 49,837 children in the St. Paul public schools have a hot, well-balanced, nutritious lunch available today.

We have 92 lunch programs and this includes satelliting the school lunch to four parochial schools, 31 breakfast programs, and four pilot programs for feeding the elderly in operation now. There are 35 kitchens which provide the lunch for their school and 57 satellite schools. We have an average daily participation of 28,000 students or approximately 62 percent of the enrollment. As of March 9, we are providing free and reduced price lunches to 11,626 students or 24.2 percent of the student body.

We wholeheartedly support the concept of a universal food service and nutrition education program. We feel it is essential and urgent that pilot programs be instituted in both large and small city, urban, and rural districts on a districtwide basis. Problems in each of these areas are often unrelated and feasibility studies are needed to find

solutions that would insure acceptance of universal feeding by all school districts.

After 2 years of operation under Public Law 91-248, which was certainly the greatest thing that has happened to food service since its inception, directors are finding, in spite of all of their precautions, that it is virtually impossible to protect the anonymity of the non-paying child. Administrators at National and State levels have not been able to tell us how to comply successfully with this regulation.

Families whose income places them in a bracket just outside of the eligibility standards for free or reduced price lunches cannot receive assistance and at the same time cannot afford in this inflated era to pay for their children's lunch. This forces them to carry bag lunches which in many cases do not meet accepted nutrition standards. It seems to us that the "forgotten child" is the one who does not qualify for free and can't really afford to pay. Universal food service would permit us to feed all of the elements of society without discrimination.

There is a direct relationship between the price of school lunch and participation. Last year, in St. Paul, we had 26 schools in low income areas on totally reduced rates. The maximum charge was 20 cents per lunch. Regulations were changed this year and we were not permitted to continue this operation. Our records show that we are feeding 14.2 percent fewer children in these schools now that the price of the lunch has returned to 30 cents for elementary students and 35 cents for secondary.

Another area of concern for us is the nonpaying children who sell or barter their tickets for things like cigarettes and money. Off the record, the going price for a pack of cigarettes in one of our junior high schools is three free lunch tickets. We recognize the children who do this are in the minority, but we have no way of preventing these situations.

We find that the administration of the guidelines as outlined by the Department of Agriculture in providing policy statements for parents, applications for free and reduced lunch, eligibility standards, acceptance or rejection notices to parents, tickets, and so forth, to be very costly.

We, in St. Paul, listed only those items to which we could readily attach a dollar value and found that this year we have spent more than \$26,000. We could have provided children with 47,780 lunches based upon our last year's cost figure for the same amount of money. This does not include intangibles such as sorting paid, free, and reduced tickets; making reports; selling tickets in our schools, and so forth.

We believe that implementation of universal food service into a city system is not impossible. In St. Paul, we would need to provide approximately 18,000 more lunches per day. We do not intend to minimize such an undertaking but we do believe that with careful planning, some additional equipment and personnel, we could accomplish this from our existing kitchens. We believe that every person in food service would put forth that extra effort if our goal of feeding every child was attainable.

We recognize that the clerical and statistical reporting required in a pilot universal food service program would be extensive but would hope that once the problems were resolved and criteria established this aspect of the operation could be simplified. It seems to many of us today that we spend more of our time keeping records

than we do concentrating our efforts on our first concern which is to provide a hot, appetizing, nutritious lunch for children.

Another area of concern to many of us is reimbursement for universal food service. Until such time as there is a national accounting system established for food service, we feel that a more equitable method of reimbursement would be a flat rate paid for each lunch served since cost factors vary greatly from district to district.

We believe one of the most important aspects of universal food service is the assurance that every child has a lunch that will provide one-third of the nutritional requirements for the day available to him, regardless of parental income.

The National Nutrition Education Conference held last November pointed out the growing concern for the lack of good nutrition in the diets of teenagers. Studies and surveys throughout the country have shown that teenage diets from all cultural, social, and economic groups are inadequate and deficient in many of the essential nutrients. Reports also show that this is not due to the lack of good foods, but from improper food choices. This could be corrected with nutrition education.

Sound nutrition education which begins in early childhood enables each individual throughout his life to make wise decisions in his food choices. Research has shown that when individuals are repeatedly given nutritional knowledge, they will establish good, lifetime nutrition practices.

St. Paul is fortunate in having a nutrition resource person on staff and the food service department has both a dietitian and a nutritionist. For the last year and a half these people have worked with the local dairy council in presenting inservice training to elementary teachers. These workshops proved the overwhelming lack of training in nutrition and the great need to have this subject added to the curriculum at the college level for teachers.

We believe that the ultimate responsibility for nutrition education in the elementary schools belongs to the classroom teacher. As a result we are attempting to teach teachers to teach nutrition to children.

In order to provide a sequential K-12 nutrition education program as a part of the pilot programs for universal food service, materials at the secondary level would need to be developed. We have found that most programs pertain only to the elementary school and little is available at the secondary level that seems to be relevant to this age group.

A student committee from the 10 high schools in St. Paul has been established to work with the food service department in the areas of (1) improving school lunch, (2) basic nutrition education, (3) means of communication between the food service department and the student population.

In summary we would like to suggest the following:

1. There is an urgent need for universal food service and nutrition education in schools today.
2. Districtwide pilot programs would answer our many questions on the implementation and operation of such a program. The crisis approach to change under which we operate needs to be eliminated and replaced with proper short- and long-term planning. The greatest frustration the food service director has at the local level today is the

lack of time for proper planning due to the length of time required to interpret and process new legislation.

3. We have heard in many instances astronomical figures used to describe needs for equipment and labor to implement the universal food service program. We are not authorities in this, but our experience in installing elementary satellite programs has taught us that you can feed an additional 200 to 500 children from an existing kitchen.

4. For years we have known "that you cannot teach a hungry child," and affluence does not mean an adequate diet, consequently every child should have an opportunity to participate in school feeding programs.

5. Our nutrition training programs for teachers indicate a definite need for nutrition education to be taught as a part of teacher training curriculum. Teachers are obviously the best approach for reaching children with nutrition education.

6. The school food service programs are an integral part of every child's education and should be treated as such. In other fields children are not asked to pay for educational materials. Why should they be asked to pay for their lunch?

7. Good childhood nutrition guarantees stronger and healthier adults who will be better able to solve their own and the world's problems in the coming generations.

Chairman PERKINS. Mr. Quie?

Mr. QUIE. Mrs. Ball, welcome to our committee. You did a great job there in St. Paul.

I just want to ask you a couple of questions.

When you say universal food service, do you mean that no cost to any of the students when you use the word "universal"?

Mrs. BALL. At no cost to the students, yes, sir.

Mr. QUIE. What is the cost per meal now?

Mrs. BALL. 54½ cents.

Mr. QUIE. Do you think you will reduce the cost if you went to a universal plan?

Mrs. BALL. Yes, sir; one reason being you will utilize your facilities to far better advantage. We have proved this in putting elementary schools in our satellite programs. We have schools in St. Paul—take Harding High School—in May-June of 1967 they were preparing meals for 924 students I believe. Today they are doing meals for 2,400. We have added one double convention oven and a baker's table, and that is all the equipment we have put in, and they are doing it.

Mr. QUIE. The St. Paul schools, I understand, have some financial difficulties, from what I have been reading. Is that correct?

Mrs. BALL. They lost their bond issue last Tuesday.

Mr. QUIE. And the state law evidently does not affect them favorably?

Mrs. BALL. No, it does not. The other way around.

Mr. QUIE. Now, if the Federal Government was going to provide some substantial additional money, do you think the people would want that to provide free food service to those who could afford to pay for it, or do you think they would like to improve the education in St. Paul and pay for some of the cost of educating the children?

Mrs. BALL. Mr. QUIE, of course, food service is my business. I think every child should have an opportunity to have a hot lunch every day. I do not think it should be based on parental income. I think it

should be a part of the school just the same as you go to an English class or a math class, the same as you participate in an athletic program. This is all part of life.

If these children have this opportunity, it seems to me that we are insuring their ability to learn insofar as possible.

Now, I think it would be idealistic and probably not very realistic to say that every child would participate in the lunch program. I think if we got 85 to 90 percent of the children, this would be good, because you are always going to have menus the children are not going to like. This is a fact of life.

And in St. Paul we provide three choices for all secondary youngsters every day, two hots and a salad bar that meets type A requirements.

Mr. QUIE. My children many times get their lunch in school. Sometimes they don't like the menu, and they bring their own. As you know, the Federal Government pays me well enough so I can afford to feed my children. Why would they learn more in school if they did not have to bring their 55 cents to school each day?

Mrs. BALL. I don't think your children would learn more in school because of this because it would not be a factor in your case.

But how do you go through all of the children in St. Paul and determine who does and who does not? The fact that you have the money does not necessarily mean it is so. You have parents who are working, not at home when their children go to school. The youngsters pack their own lunches. They pack what they want. They decide they don't want to eat that day, they don't bring a lunch. You have the people who are more permissive than others who, if Johnny says, "I don't like that," Johnny does not eat it.

Mr. QUIE. To some extent we have some responsibility for ourselves, for our children, and if you carried this philosophy to its ultimate conclusion, Mrs. Ball—like Mrs. Green was talking about the glasses—there are a number of people who neglect their health. I would say there are more people of wealth that neglect the health of their children than neglect their diet.

I may be wrong, but at least I observe that is being done. You can carry it all the way through, and you end up where the Government could provide better training from birth on, so we might as well begin at 2½ months of age when you can get them weaned and put them under the tutelage of experts, both nutritional experts and development experts and education experts.

Mrs. BALL. I would recognize what you are saying, and yet I could say to you that since we have put the elementary schools in the school lunch programs in St. Paul that we do not have nearly the difficulty feeding the secondary youngsters. It is a part of life. They accept it. At the younger age they have learned to eat the varieties of food that we try to provide. We recognize that the first five times that you would introduce something new that it is not going to be accepted. But it is the same way with going through a line and you have a leader of a group who says, "I like that." The next six kids, even if they hate it, they will like it. It works both ways.

Mr. QUIE. I sometimes wonder if the macaroni manufacturers have some contact with the American School Food Service Association.

Mrs. BALL. This has been a problem child. But I think the younger you can start children learning to like things—I think we need to do more and a better job in introducing foods to children, in having

them taste them, having them presented in such a way that it is not offensive. I think that it is not possible to decide to have Fisherman's salad today without some previous explanation to children of what Fisherman's salad is.

Mr. QUIE. It is my feeling if you can do that, you should do that, even though it is my feeling the children whose parents could pay should. If there was an unlimited amount of Federal money, maybe we would say go ahead and try it, but you know this is very limited. The problems of St. Paul are exactly the same problems the Federal Government has. We are \$40 billion in the red this year, and to go to a universal program, the least you could figure would be \$2 billion more. The question then becomes should that \$2 billion go to pay for the food of people who can afford it themselves or improve the education in many areas where the education is inferior.

I hate to say that about education, because we are proud of the system in this country and we do have an outstanding education system, but it is inferior in some places.

I have visited enough places to know they do not have adequate education.

My own feeling is that \$2 billion could be much more wisely spent—again back with the children who cannot afford it—because they tend to have a greater educational disadvantage. It really bothers me that children are going through school, finishing high school, not wanting to go on and do not have a marketable skill. They may have gotten free food, but if they do not have a marketable skill, they have a difficult time no matter how much they know about nutrition.

Mrs. BALL. I agree this is true in almost all aspects of education today; there is not enough money. On the other hand, it would seem to me that if pilot programs could be established—and I certainly would not be one who would advocate a school. I don't see what you learn from a school. I think it should be districtwide. I think you should compile your statistics and prove that this is or is not, and I think that the savings in all of this ticket handling, all this record-keeping—this is tremendous in St. Paul. We have gone to the extent that there is no secondary child in St. Paul that has to ask anyone for a ticket. We mail them to their homes. They just don't have to go to the counselor, the principal. In St. Paul the food service department handles all applications. We do not put this on the school administrator. This is part of our job, and we do it.

Mr. QUIE. I commend you for that, because you remove any onus that might be placed on the student.

Mrs. BALL. But this is expensive. We could provide a lot of lunches for the money we are spending on the administration of this.

Mr. QUIE. Yes, you could. I imagine that would be as much as paying for the free lunches for all of the students who are there.

Mrs. BALL. We could provide a lot of free lunches.

Chairman PERKINS. Let me compliment you on some outstanding testimony in my judgment.

The real issue here is whether it will be a worthwhile project to authorize an expenditure of \$5 million for fiscal 1973 and \$5 million for 1974 for a universal pilot school lunch program where all the children will participate and receive free meals in the pilot programs, and some of the money will be used to evaluate the effectiveness of the universal pilot program.

In your judgment will it be money well spent, and, if so, why?

Mrs. BALL. Mr. Chairman, in my judgment it would be money well spent. We in St. Paul would like to be one of the pilot programs and do whatever amount of work, and we recognize there would be additional work that would have to be done in order to come up with the statistics that would prove or disprove this program.

I think that there is a great need for it. I think nutrition education is something that simply must be started in schools and I think until such time as a program of this kind or another like it is inaugurated, where this is a mandatory part of the education program, that you are never going to get the students to begin their nutrition education at the preschool level.

We have two schools where we have preschoolers involved. We also have a tots program where they start at four, and we are trying now to develop a program for these youngsters in order that they understand why they do what they do. Nutrition education is just like everything else. It is why you do it.

Chairman PERKINS. Thank you very much. You have been a great witness, in my judgment.

Chairman PERKINS. Come around, Congressman Vanik.

I did not know you were scheduled to testify, but you proceed. I am delighted to welcome you here. You have been a great leader in the school lunch and breakfast program in this country, and I think we all appreciate your leadership.

Chairman PERKINS. Do you want to make a statement at this time, Miss Martin?

Miss MARTIN. Sir, I would rather hear from Congressman Vanik.

Chairman PERKINS. Go ahead, Congressman.

STATEMENT OF HON. CHARLES A. VANIK, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO

Mr. VANIK. Of course I appreciate the time of the committee, and I will endeavor to be brief.

You are to be most highly commended, Mr. Chairman, for your constant efforts to provide better food and nutrition service to all of our Nation's children.

H.R. 13452 is a bill to provide for a program of demonstration projects to test and evaluate the effectiveness, nutritional benefits, administrative procedures, and potential costs of a universal food service and nutrition education program for children.

There are several things that strike me about this proposed 2-year, \$10 million pilot program. Under this pilot program, all children in the schools selected for participation will receive at least one nutritious free meal a day. In other words, the mission of the Department of Agriculture and HEW will be to feed children—a mission which one would think that they would be glad to undertake.

This brings me to the point I want to raise. For the past several years, Agriculture has given every indication that it does not really want to feed children—in particular low-income family children, for which existing programs such as school lunch, school breakfast, and the special food services program were specifically designed.

It is a strong charge to say that these agencies do not want to feed hungry children from low-income families, that they do not want to

provide the nutrition and health which is so necessary if we are to provide the type of quality school education referred to by the President in his speech of last Thursday. Yet the evidence supports the charge.

Congress has tried to provide legislation and funding to end hunger. But agency regulations of recent years constantly seem designed to destroy the intent of the Congress in this area. For example, last year's proposed changes in school lunch eligibility requirements were designed to cut the level of assistance by up to 2 million children.

I might say this is not the only area in which we have problems. I am submitting to Congress a report on Internal Revenue laws which we have passed, some of which the administration has elected not to enforce.

It is my understanding, Mr. Chairman, that your committee will soon be holding hearings on the administration and adequacy of the entire range of existing low-income feeding programs, and I hope that you will be able to do this in the very near future.

Over the years I have followed the progress of the special food service program—section 13 of the School Lunch Act—with special interest. This program is in a state of immediate crisis—and if the administration of this program is any indication of the Department's commitment or capabilities, I am not sure that they should be entrusted with the administration of new programs.

In December, to determine whether this program was functioning properly, I polled the various State directors of the program, asking whether they had adequate funds to feed the low-income children enrolled in this program during the rest of this school year and to start their summer feeding programs on time.

Mr. Chairman, they do not have adequate funds. Feeding programs for low-income children will be cut in a number of the States beginning April 1.

For example, last Thursday, I received a letter from the State of Maine which said:

Unless we receive an additional \$25,000, we will have to cut both programs and reimbursement for April, May, and June. The USDA has advised us that there are no available funds for fiscal '72.

From the replies which I received from my poll of State directors, Massachusetts and Oklahoma will also begin curtailing programs in the next 2 weeks. Hawaii will begin making cuts in about 4 weeks.

Mr. Chairman, the administration of this program by the Department has been absolutely atrocious.

Officials have assured me that money would be reallocated from States with surplus funds to those with shortages. Apparently that has not happened, and—as I pointed out to the Department—there simply was not enough "surplus" to make up for the shortages most States are facing.

For example, California alone needs an extra \$2 million to feed the eligible low-income children enrolled in this program.

The Department has denied that extra funds are needed. Yet the results of my poll reveal a shortage of at least \$10 million.

Perhaps the reason the Department can say there is no shortage is that they have discouraged applications or allowed inadequate application periods—a situation which prevailed in your own State of Kentucky, Mr. Chairman. If people are ordered not to apply then obviously there will be no evidence of a shortage.

In addition despite my findings of severe shortages the administration is requesting the same level of funding for section 13 for fiscal year 1973 as it received in fiscal year 1972. Obviously this will allow absolutely no expansion in activities in a growing program, a program which served 107 percent more children in fiscal year 1971 than in fiscal 1970. In fact because of higher costs a steady level of expenditures means that actually fewer children will be served in fiscal 1973.

The startup of this section 13 food program last summer was a fiasco. This year it will probably be a complete disaster.

As you know, funding problems created delays of up to a month in the start of feeding programs last summer.

This year, new Federal Register regulations have been issued which require the submission of summer applications, accompanied by very difficult to obtain demographic and technical information, by April 1—2 weeks from now. Applications received after April 1 will be considered in the order in which they are received. Obviously, many States which are taking money from their summer allotment to maintain school year programs will be unable to estimate their need for the summer for some time yet.

These requirements, coupled with a number of other changes, have led the Children's Foundation and the Food Research and Action Center to conclude that the Department is attempting to inhibit rather than enhance the participation of needy children in the summer feeding program. I would like to include for the record a copy of the criticisms made by the Children's Foundation of the new Federal Register regulations.

I ask unanimous consent.

Chairman PERKINS. Without objection, it is so ordered.
(The letter referred to follows:)

THE CHILDREN'S FOUNDATION,
Washington, D.C., March 6, 1972.

Mr. HERBERT D. ROREX,
Director, Child Nutrition Division, Food and Nutrition Service,
U.S. Department of Agriculture, Washington, D.C.

DEAR HERBERT ROREX: I am writing in response to the Notice of Proposed Rule Making (7 CFR Part 225) published in the *Federal Register*, Vol. 37, No. 32 on Wednesday, February 17, 1972.

In general, we are distressed by the shift in the emphasis of the summer feeding programs as proposed. The requirements for service institution participation are clearly designed to cater to the big cities which led the battle for full funding of the Special Feeding Programs last summer.

Our specific comments, objections and recommendations follow below:

Section 225.1: We are pleased that the Special Food Service Program for Children is no longer a "pilot" program.

Section 225.2 (i-1): We recommend that full instructions as to what constitutes an "in kind" contribution be published in the *Federal Register* and not simply in shortened form in the two guide-books (one of which, according to your letter of March 2, 1972, presently is not available.) Non-profit community groups who do not regularly receive FNS Instructions are at a distinct disadvantage because they are forced to add another step to their application process.

Section 225.2 (p-1): The administrative decision to divide the Special Feeding Programs into two different programs: one, year-round non-school food service

and the other, summer food programs, is without statutory authority. While this division may allow for more efficient administration—a laudable move—it has already provided a rationale for withholding funds left over last summer from this fiscal year's year round non-school food programs.

Section 225.7 (a-1): The filing deadline of April 1 is unreasonable for this year in view of the late date of publication of the proposed rule making. Instead we suggest the following wording:

"1) Applications for participation of special summer programs for summer, 1972, which are filed within (6) weeks of the final publication of these amended regulations shall be given first priority.

"2) Applications for participation of summer programs for the following years must be submitted by May 1 of the year. Approval or denial of the application will be made within thirty (30) days or less of the date of filing. Applications received after May 1 shall be reviewed in the order of the date of receipt and shall be approved or denied within thirty (30) days or less of the date of filing."

Section 225.7 (a-1): Delete the proviso that applications shall be considered "to the extent that funds are available for special programs". The size of the federal budget for child nutrition programs has *no bearing whatsoever* on the requirements for participation of local service programs.

Section 225.7 (a-1): Applications filed before the [designated] deadline shall be considered in the following priority: (1) First, applications from service institutions in economically needy areas serving more than a majority of children from low-income families and eligible for free or reduced price meals. (2) Second, applications from service institutions in economically needy areas but serving less than a majority of children eligible for free or reduced price meals. (3) Third, applications from service institutions not located in economically needy areas nor serving a majority of children eligible for free or reduced price meals *but* ones which serve children from low to middle-income families. (4) Applications from service institutions which participated in the program in the prior calendar year.

Section 225.7 (a-1): Delete the following requirement which is irrelevantly and cruelly based on an unknown but, nevertheless, projected federal budget restriction:

"If funds will not permit approval of all applications received prior to April 1, local interest as indicated by the level of local financial support and in-kind contributions shall be considered in determining which applications shall be approved."

The specific focus of this program is on economically needy areas, and yet, outrageously demands that interest in participation be measured by local cash and in-kind contributions.

Section 225.7 (b): The amount of data required to demonstrate that poor economic conditions exist is unreasonably detailed. Only major cities with large bureaucracies could produce such extensive documentation without enormous effort.

This requirement discriminates against small, locally run programs, for example, summer programs conducted by churches or low-income community groups.

Furthermore, the requirement that at least half the mothers in the area be engaged in work outside the home is blatantly sexist and is a misreading of that portion of the statute addressed more specifically to the Breakfast Program.

Section 225.7 (b-1): This requirement that individual applications be submitted for each site serves little use other than to generate additional paper work (which in turn serves to increase the amount of the "in-kind contribution" claimed).

To identify children eligible for free and reduced price meals counters the protection of the anonymity of needy children ensured by the Congress and the laws governing the child nutrition programs. The requirement that service institutions explain the methods they will use to identify needy children is regressive and discriminatory.

We therefore strenuously object to this requirement and suggest that the following wording be deleted: ". . . a description of . . . and the methods to be used to identify children eligible for participation at the site, including the methods to be used to identify those children eligible for free or reduced price meals."

Section 225.7 (c): Competitive bidding for federal contracts should be required no matter how small that contract may be. If an arbitrary number must be

selected we strongly suggest that any operation serving more than 100 children use a competitive bid procedure.

Section 225.10 (e): This section is unclear and ignores the legislative history of Public Law 92-32 and in particular, the Joint Explanatory Statement of the Committee of the Conference. We have the following objections:

1) The term "severe need" used in the Conference Report is unreasonably translated into the requirement that "all or nearly all the attending children are in need of free meals". We suggest, instead, that that line be deleted and that the only requirement be that the State agency or FNSRO judge whether or not the service institution is unable to contribute financially to the program.

2) There is no real difference between the 80 percentum of the operating costs and 100 percentum of the cash expenditure. The conferees pointed out in their report that they "felt that the Secretary of Agriculture has been unduly restrictive in using the authority to pay up to 80 percent of the operating costs, and it is intended that he will be more liberal in recognizing circumstances of severe need and utilizing the authority to pay all the operating costs in such cases."

In view of this statement by the conferees we urge the following wording: "in lieu of reimbursement for meals, up to 100 percentum of the cash expenditure for the costs of its food service, provided, however, that "such financial assistance shall not exceed 60 cents for a lunch or supper; 20 cents for a breakfast, and 15 cents for supplemental food.

Section 225.18 (a-1): The State Agency or FNSRO should not be responsible for the meal-time schedules of each site operation.

Our conclusion is that these proposed rules serve little else than the interests of the Office of Management and Budget.

We urge you to revise them to serve the needs of hungry children in America.
Bread and justice,

BARBARA BODD, Vice President.

Mr. VANIK. In short, Mr. Chairman and members of the committee, it is my hope that you can base your judgments on H.R. 13452 upon existing child-feeding programs and the manner in which they have been administered. It is my contention that the administration of presently existing child-feeding programs has been directed toward trying to reduce systematically the number of children to be fed.

In addition, this administration has never, in my judgment, sought to make the funds accessible in a timely fashion or with any degree of ease.

The major question is, will the administration continue to react in this cynical and callous fashion, when the stakes are even greater—as is proposed in H.R. 13452 presently before the committee?

I hope that as you consider H.R. 13452, you will combine it with an effort to improve the existing programs which are so vitally needed.

Chairman PERKINS. Let me compliment you again. Congressman Vanik, on your leadership. I regret that we do not have a majority of the committee here this morning to hear this testimony. But you have always been a great crusader in this area. You have been in the past and will be in the future a tremendous help to this committee.

Let me thank you for coming here this morning and giving us the benefits of your views.

Mr. VANIK. Thank you, Mr. Chairman.

Mr. Chairman. I might ask unanimous consent to insert in the record a letter that I received from your State on this issue.

Chairman PERKINS. Without objection, it is so ordered.

Mr. VANIK. I also wanted to submit a letter I had from Minnesota. I thought Mr. Quie might be interested in this.

(The letters referred to follow:)

DEPARTMENT OF EDUCATION,
Frankfort, Ky., January 6, 1972.

Hon. CHARLES A. VANIK,
Congress of the United States,
House of Representatives, Washington, D.C.

DEAR MR. VANIK: As requested in your letter dated December 20, 1971, the following information is presented:

1. Kentucky's Special Food Service Program for Children (Section 13) allocation for Fiscal Year 1972 is \$700,278.

2. Estimated dollar value of all Section 13 applications received to date is:

(a) Year-round programs.....	\$435,555.55
(b) Summer-only programs.....	225,961.31
(c) Nonfood assistance.....	10,175.88
Total.....	671,692.74

3. Number of children being served under existing programs to date:

(a) Year-round programs.....	3,943
(b) Summer-only programs.....	14,865
Total.....	18,808

4. Number of additional children who could have been included if all applications received had been approved: 1,700.

It seems at this time that Section 13 funds available to Kentucky for Fiscal 1972 are adequate. Had the participation period been longer in several cases, the financial picture would have been different and no doubt additional funds needed. Your assistance and support with respect to Section 13 as well as all other phases of child nutrition are recognized and greatly appreciated. It is commonly known that most individual states as such do not contribute much financial assistance (cash contribution) toward the support of food service programs; therefore, the efforts of Congress and its grants-in-aid are most significant and vital to the continued success of all food service activity.

Sincerely,

C. E. BEVINS,
Director, Division of School Lunch.

DEPARTMENT OF EDUCATION,
St. Paul, Minn., January 7, 1972.

Hon. CHARLES A. VANIK,
Congress of the United States,
House of Representatives, Washington, D.C.

DEAR SIR: The data you requested concerning the allocation of funds to Minnesota for feeding of low-income children in nonschool situations through the Special Food Service Program is attached.

Representing the needy children of Minnesota, we are deeply grateful to you as author of the Section 13 amendment. This program not only gives direct help to hungry children, but provides fringe benefits in the vocational training of adults in the care of children. In Minnesota, we have used several of the day care centers as laboratories for vocational school training.

We appreciate your help in obtaining sufficient funds not only to maintain, but expand this program. From the data given, you can understand that this fine program will be terminated unless funds are given soon.

Thank you for your concern.

Respectfully,

CHARLES L. MATTHEW,
Director, School Lunch Section.

SPECIAL FOOD SERVICE PROGRAM STATE OF MINNESOTA

1. Allocations:

Yearly program 1971	\$343,488
Summer program 1971 ¹	154,779
Total	498,267

Current balance on hand (year around) \$125,271.32.

¹ The sum of \$292,827.00 was requested but only \$154,779.00 was allocated to Minnesota by the U.S. Department of Agriculture. As a result, we still owe the City of St. Paul for their Summer Program \$26,497.27; at that, we curtailed many applications received after June, 1971.

2 & 3. Estimated Dollar Value and Number of Meals Served:

	Total served	Reimbursement estimate average rate (cents)	Estimated funding needed
1971-72 fiscal year—round program			
(a) Total lunches	\$778,509	37	\$288,048
(b) Total suppers	184,980	37	68,443
(c) Total breakfasts	380,172	15	57,026
(d) Total supplements	1,277,632	10	127,763
(e) Total funding needed (sum of a, b, c, and d)			\$541,280
1971-72 fiscal year—summer program			
(a) Total lunches	271,772	43	116,862
(b) Total suppers	29,112	43	12,518
(c) Total breakfasts	64,128	15	9,619
(d) Total supplements	276,357	10	27,636
(e) Total fundings (sum of a, b, c, d, and d)			166,635

Note: Total SFSP funding (year round and summer)—\$707,915. Estimated expansion of program—20 percent for 1973—\$849,498. The total amount we anticipate will be needed for the year round programs is \$545,991. The present allocation amounts to \$343,388 leaving a balance of \$202,503 to pay the balance of the claims for the fiscal year 1971-72. Figures unavailable for nonfood assistance.

Chairman PERKINS. Do you want to make a statement at the present time, Miss Martin?

Miss MARTIN. I would like to make a statement at some appropriate time.

Chairman PERKINS. Why don't you commence now?

**STATEMENT OF JOSEPHINE MARTIN, LEGISLATIVE CHAIRMAN,
AMERICAN SCHOOL FOOD SERVICE ASSOCIATION**

Miss MARTIN. My name is Josephine Martin. I am administrator of the school food service program, Georgia Department of Education. I am chairman of the American School Food Service Association's legislative committee.

It is a pleasure for me to be testifying in support of H.R. 13452, a bill to test the concept of universal school food service and nutrition education.

The pilot programs would provide answers to some of the questions you are asking today—questions that we do not have answers for.

In 1969, the American School Food Service Association adopted a blueprint for action, and that blueprint contained the concepts embodied in H.R. 5291, a bill to establish universal school food service and nutrition education.

Since the program started in 1946, the Federal Government has been subsidizing all lunches served--to rich and poor. The level of subsidy varies with socioeconomic level of parents.

Another question to be demonstrated with the pilot program is that food service is basic to the child's well-being. It is not a "frill" or "option." It should not be considered as "athletic," where children pay for tickets to the ballgame.

In behalf of the 49,000 members of American School Food Service Association, I express appreciation to Congressman Perkins, and the members of this committee for leadership in advancing child nutrition programs through more adequate funding and legislation.

Since the passage of the Elementary and Secondary Education Act which made funds available in several States for school lunches for disadvantaged children, the relationship between hunger in the classroom and the education of the disadvantaged children has been recognized.

Furthermore, studies reveal that malnutrition and undernutrition exist among all socioeconomic groups and that hunger and learning are related regardless of the cause of hunger.

The ESEA (title 1) demonstration, Public Law 91-248 passed in 1970, and Public Law 92-153 passed in 1971, have made possible for schools to increase the number of economically needy children having lunches from 2.9 million in 1968 to 8.1 million in 1971 (November).

Lunches are available to 44.8 million children daily and yet only 25.4 million children have lunches. I have been advised that the number of paying children has declined drastically in the past few years. Fewer paying children are eating now. Increase in sale price means fewer paying children.

The goal of H.R. 5291 is to provide at least one meal each day to all children as an integral part of the educational process; to incorporate nutrition education into the school food service program; to provide funds to local systems to assist with professional staffing. The goal is to provide universal food service by 1975. The statistics cited above reveal in a startling manner the magnitude of the task.

The growth of school food service since 1968 has been phenomenal, but the growth has basically been along the lines of school food service systems as they have evolved over the past 25 years. If the school food service practitioner and the educator are to be in a position to implement the universal program in 1975 which will not only require expansion in existing schools, but expansion into buildings without facilities, we must begin now to build pilot programs to test procedures and techniques to devise strategies and to build models in all types of schools and districts throughout the United States to serve as guides for the program.

We must find answers to questions being asked by proponents of universal school food service as well as by the opponents. There are plaguing questions related to universal school food service that have not been answered, because they have not been posed.

Many schools in Georgia are serving all children daily, but none are serving all children under the concepts of H.R. 5291—universal school food service and nutrition education. So new questions will be posed in test situations, and answers will be found, questions relating to quality service to pupils, effective nutrition education; administrative procedures, quality control, and cost effectiveness.

In June 1971 when the General Subcommittee on Education held hearings on H.R. 5291, Congressman Pucinski stated:

I hope Congress will give nutritionists a decade in which to prove their worth; to prove the vital relationship between food and health, food and learning, food and productivity.

The Congressman added that the cost of universal school food service would force nutritionists to be effective, or the taxpayers would not support the program.

As our objectives are focused on providing a lunch for every child, we simultaneously realize that it is not enough just to provide a meal. Dr. Bruno Bettelheim, eminent psychologist, University of Chicago, states "how one is fed, and how one eats, has a larger impact on the personality than any other human experience."

A statement such as this makes us wonder how we can provide meals to all children in such a way that the lunch has a positive impact on the child's personality development.

Another noted psychologist-educator, Dr. Robert J. Havighurst, recently wrote that special emphasis should be placed in the curriculum for the disadvantaged child in two areas: (1) The study of nutrition at grades three or four and eight or nine; (2) opportunities to meet self-image needs of the child.

It appears then that universal school food service and nutrition education offers opportunities for helping to fulfill both these curriculum needs. The question is, how?

The answer will come through pilot programs. Other questions which must be answered if the goal of universal school food service and nutrition education is reached include the following:

1. How will the Nation mobilize its resources to get meals in all schools? What are the effective delivery systems available under varying conditions?

2. How will the program planners devise sound school nutrition programs that have relevance for young people? One that considers ethnic and cultural backgrounds, varying nutritional needs, developmental needs of youth in accordance with physical, emotional, and social growth.

3. How do the program planners build quality and cost control into the program? We must build a model to demonstrate to the taxpayer the integrity of the program, and the quality and cost controls expected in a universal program.

4. What is an effective nutrition education program—one that results in improved food selection by the child both in and out of school? We have very few models to emulate.

5. How much and what kind of staff is needed to fully implement H.R. 5291 at the school, school district, and State level. Personnel will be the key to program success. At this point, there are no national staffing standards, or job specifications for food service professionals.

6. What are the organizational structures most conducive to effective programs at the local, State, and Federal level? What are the administrative costs?

7. What are the constraints or barriers to effective implementation?

8. How much will the program cost? How much should the program cost?

At the risk of being repetitive, I again congratulate you and thank you for introducing H.R. 13452, a bill to establish pilot programs in

universal school food service and nutrition education in centers across the State.

The bill, if passed, will provide opportunities to get answers or direction to the questions listed above.

As the school food service administrator in a State where 84.5 percent of all children have school lunch daily; a State that has full support of school administrators for food service, I'm very cognizant of the growth problems encountered in expanding programs.

Some problems are alleviated with time under the present structures; other problems seemingly will be omnipresent. For example, let us look at a problem that exists in the program as it is operated today. Assuming that all children have lunch with some paying, and others not paying.

How can we protect the anonymity of the nonpaying child? Under the very best conditions, the child himself knows that he is getting a lunch at no cost or a different cost because he is poor. What does this do to his self-concept? In this case, is it possible that lunch does as much harm as good?

How can we protect the needs of the child who refuses to purchase or accept a lunch because of pride, or because of his felt needs in relation to his money?

How can we reduce administrative procedures to simplify school food service operations? Schools are required to keep daily records of meals served by paid, free, reduced lunches; white, black, Spanish-surnamed, American Indian children. Applications and announcements are sent home each year—in many instances to parents who can't read, in some instances to homes without parents. Administrators are seeking answers to these questions.

As a member of the National Advisory Council on Child Nutrition, I am pleased that H.R. 13452 utilizes that group to consult and assist in planning and evaluating the pilot programs. The council recently made its first annual report to President Nixon.

The top priority recommendations related to expanding food service into all schools, and developing effective nutrition education programs. I believe the National Advisory Council will be effective in helping to evaluate the results of the pilot programs. However, the group will need technical advice from specialists in evaluation, management, nutrition, and child psychology.

To implement universal school food service and nutrition education, funds are needed for local administrative costs as well as State and Federal costs. Therefore, I trust that section 810(e) will be amended to include (4) local administration expenses.

Thank you for giving me the opportunity to testify today in support of H.R. 13452. I sincerely hope that the bill will receive immediate consideration by the Congress in order that the pilot centers can gear up to start the test in September.

School Food Service has finally earned for itself a place at the education table. Such an honor carries commensurate responsibilities. The pilot programs will provide essential program planning, testing, revising, and retesting of techniques, strategies, and contents to make the universal school food service and nutrition education meaningful to the lives of all young people in America as it contributes to their health and well-being.

Chairman PERKINS. Mrs. Martin, I recall you came before the committee several years ago when we were trying to improve the school lunch program for the needy and we did improve that program. I just want to compliment you on the great leadership that you have given to implement the program to provide nutritious meals to needy students in elementary and secondary schools.

Your contributions have been tremendous. I certainly hope we can move the pilot program without too much difficulty.

You have been most helpful to the committee and again, let me thank you.

Our next witness is Mr. B. P. Taylor, superintendent of schools, San Diego Independent School District, San Diego, Tex. Come around.

We are anxious to hear from you, Mr. Taylor. Without objection, your prepared statement will be inserted in the record and you can summarize your statement in any way you prefer.

**STATEMENT OF BYRAN P. TAYLOR, SUPERINTENDENT OF SCHOOLS,
SAN DIEGO INDEPENDENT SCHOOL DISTRICT, SAN DIEGO, TEX.**

Mr. TAYLOR. Thank you. I would like to start out with a brief written statement and then I will answer any questions you may have about the program. As I started, my name is Bryan P. Taylor. I am superintendent of San Diego Independent School District in San Diego, Tex. I have been superintendent in San Diego for some 13 years. San Diego is located in deep southwest Texas. Our school district consists of some 400 square miles; 1,700 students of which some 99 percent are of Latin American descent.

We are a poor school district from the standpoint of taxable property. Some 60 to 70 percent of the students come from families that have income of less than the poverty guidelines and, consequently will qualify under the guidelines set forth by the U.S. Department of Agriculture. The students of course, qualify for free meals.

We have been participating in the national school lunch program for many years and I think the records will show that we have gladly participated in this program knowing full well that it is a good one.

When it was possible to serve breakfast under this program we were among the first to serve, not just a breakfast consisting of dry cereal, toast, and milk, but a breakfast consisting of bacon, eggs, hot cereal, homemade bread, fruit juice, and milk.

For the past 18 months we have been serving three meals a day to our children. I think that we are probably the only school district in the Nation doing this.

I have been in favor of universal feeding for public school children for many years. We at San Diego Independent School District have been in reality practicing this for the past 4 or 5 years since above 90 percent of our students eat at the cafeteria.

The public school cafeteria is a perfect meeting place for the rich and the poor, the black and the white. The public school cafeteria is a place where the academic talented may converse with the lower academic achiever. The 210-pound football player may converse with the 100-pound victim of cerebral palsy. This is really what education is all about. Out of our program have come some significant statistics such as: (1) our attendance has been better since our feeding program started; we consistently have over 95 percent attendance, (2) we have

very few discipline problems, (3) the students have improved in their grades, (4) our dropout rate is practically nothing, and (5) our children are much healthier according to a national health survey.

We have found that the school cafeteria is the one place where all students may receive equal treatment. There are some byproducts of a program like this. For instance, our football and basketball teams have for the past few years been much better than they were prior to this program. The students themselves seem to understand each other's problems a whole lot better. We find that very few students and almost none of the teachers leave the campus during the noon hour.

Chairman PERKINS. Let me make this observation. You are making a great statement, Superintendent Taylor, but the entire statement has already been inserted in the record. Tell us briefly, in response to my question, why we need the universal pilot program.

Mr. TAYLOR. I think you need the universal pilot program for one reason, that a lot of people are not convinced that this is the right thing to do. That rich kids should be given free meals along with poor kids, that they should associate together completely through the school day.

I think we have to show the public this. I think this is the intent to the bill, to show the people that a universal lunch program is good for public schools and students and people alike. I think the great thing that it will do is keep the majority of all the students on the campus during the day. And I think this is where our public schools have a tremendous problem today, keeping kids on the campus and under supervision.

Chairman PERKINS. That is a point that has not been made. You make that statement because there would be no necessity for them to leave or have excuses to go and get lunch and therefore they would be on the campus all day long.

Mr. TAYLOR. Yes.

Chairman PERKINS. Or on the school grounds all day long.

Mr. TAYLOR. Under supervision.

Chairman PERKINS. That will eliminate a lot of other problems that go along with leaving the school grounds, and going out in the community and town and elsewhere under the pretense of getting lunches.

Mr. TAYLOR. Yes, this is a basic reason. One of the underlying basic factors we went to the third meal. We keep the student on the campus from the time school is out until 5:30 or 6. We think this is what public schools were made for.

Chairman PERKINS. Do you find that there are numerous children who are able to buy their lunch, but whose parents neglect to see that they have money and so they don't eat lunch at all; in other words, they fail to eat lunch, even though they can well afford it?

Mr. TAYLOR. I think they fail to get lunch and I think, too, they will take the money that their parents give them and not particularly buy food with it. They might buy cigarettes or something more harmful with this money.

Where today under the universal lunch program, there is no need of giving them any money at all. There is no need of them having money at school when the lunch is there available for them.

Chairman PERKINS. Thank you very much, Superintendent Taylor.

Our next witness is Mrs. Adelaide Neily, Fairfax County, Va., public schools.

We are delighted to welcome you here this morning, Mrs. Neily, please proceed with your statement.

**STATEMENT OF ADELAIDE NEILY, FAIRFAX COUNTY, VA.,
PUBLIC SCHOOLS**

Mrs. NEILY. Mr. Chairman, I appreciate being asked or permitted to express my views in regard to H.R. 13452. We are very conscious that our objectives have been very hard to meet in local school districts because of increased costs of food supplies, equipment and labor, and a reduced or curtailed funding of our program which has necessitated increasing the price of lunches to children in our localities.

In previous years, when we had a lunch price at 25¢, the county average was 63.2, but to be able to balance the budget we have had to increase the price of our meals. Therefore, our participation has dropped to 54 percent.

Chairman PERKINS. Dropped from what percent?

Mrs. NEILY. From 63.2 down to 54. It has taken us all these years and we have never recovered.

Chairman PERKINS. What was your price of your school lunch when you had reached the maximum of 63 percent of your students?

Mrs. NEILY. Twenty-five cents in elementary schools and 30 cents in the intermediate and high school or junior high level.

Chairman PERKINS. What is it today at the junior high level?

Mrs. NEILY. Forty-five cents and 35 cents at the elementary.

Chairman PERKINS. That does not include a drink or milk or anything along that line, does it?

Mrs. NEILY. Yes; it does include milk with their lunch and desert every day.

Chairman PERKINS. And you are serving a lunch in Fairfax County at 45 cents?

Mrs. NEILY. Yes.

Chairman PERKINS. And at the 45-cent price you have dropped from 64 percent participation down to 53?

Mrs. NEILY. Yes. We have defeated our purpose because we are not feeding as many children. The only thing we have accomplished is balancing the budget.

I discussed this problem with the director of food service in Montgomery County because they are trying a unique study right now. They have reduced the price of their meals in six schools. They have gone from 50 cents to 35 cents in the elementary level and from 55 cents at junior high schools to 35 cents. This has been going on since January 3.

If you will note on page 2, in this brief time they have already increased participation. When I look at the five high school divisions in Virginia with participation of 89.7 to the lowest at 85.5, these school divisions have lunches at 25 and 30 cents.

Bill H.R. 13452 provides the opportunity to provide meals to all children and to obtain reliable data in regards to the participation. It provides an opportunity to reach all children without financial stigma.

In spite of all the effort and expense of devising means of protecting the child who is eligible for a free or reduced price meal it has been more or less a dismal failure, in particular at the intermediate and secondary level.

Most school districts provide meal tickets for the child who is eligible. One finds at the intermediate and secondary level that the student who has a ticket is rather conspicuous. It is not uncommon for a teenager to refuse to accept a meal ticket when clearly eligible.

At the same time studies reveal dietary deficiencies among this age.

H.R. 13452 would provide an opportunity to begin nutrition education with the very young child. Unless we can establish desirable dietary patterns in the young, unless we can assist children in accepting a wide variety of foods, unless we can provide him with correct information to differentiate between what is good and proper food as advertised in the mass media, unless we can teach the reason and need for accepting food on arising in the morning before he begins his school day or his play day—we have failed our youth. Local supervisors of food service commend you for providing for nutrition education for children in this bill.

Bill H.R. 13452 will challenge educators to make nutrition information more interesting, more dynamic—for students like many adults are not motivated by an interest in nutrition per se—they want the things good nutritional habits can assist them in attaining. There will be involvement of team teaching to incorporate nutrition in many subject fields.

Student involvement will be a must to have effective change in youth's dietary habits. No longer, and rightly so, can youth be told what to eat because it is good—nutrition teaching must be centered upon his needs.

Briefly, I believe bill H.R. 13452 provides an opportunity to study and evaluate the effectiveness and problems involved in universal school feeding and nutrition education for all children before increased expansion and expenditures are made. It will provide nutrition awareness at all levels, pupil, teacher, parent-community; it will provide for the elimination of financial stigma attached to eating, and place the child on the same level with all his classmates; it will provide for reduction of school administration time spent in determining who is needy, it will provide for reduced expenditures of labor at all levels spent on compiling, computing of financial accountability records; it will provide for an opportunity to truly eliminate hunger among children of our nation; it will provide for an establishment of values in the educational field by making all facets of the educational program equally available to all children without revealing family income or family size; and it will provide an incentive to local school personnel who have endeavored and struggled to assist with improving dietary habits of children to put forth greater effort because we are supported by the interest of the Congress of the United States.

Thank you very much for permitting me to express my views.

Chairman PERKINS. Just tell us in a few sentences why you feel Fairfax County students in both elementary and secondary schools should enjoy the benefit of the free school lunch?

Mrs. NEILY. I am from the so-called affluent county. Yet we have over 5,000 students who are eligible for free or reduced price meals. We have many parents who cannot read or write. I feel from our

studies of the breakfast program we have found that the affluent have very poor eating habits. We find children coming to school with dollars, not 45 cents, who have spent a portion of that money before they have gotten to school on soft drinks, cigarettes, et cetera.

I feel we would be doing the citizens of our county a great service in combining nutrition education with proper food for their children.

Chairman PERKINS. Thank you very much. You have made a very wonderful statement and I appreciate the fact that you came over to give us the benefit of your views.

So far as I know, this concludes the testimony this morning. This may conclude the testimony on the pilot bill H.R. 13452 unless I decide to call a few more witnesses, but I think the bill is so simple in purpose that we are either for the proposal or we are against it.

It would be my viewpoint that we should bring it before the full committee for a markup at the earliest possible date. I am hopeful that we may get to it at the regular meeting.

Unless there is somebody else in the room that wants to give his views on the legislation, the committee will adjourn subject to call of the Chair.

Thank all of you for your attendance and your appearance here this morning. You have been most helpful to the committee.

(Whereupon, at 12 noon, the committee adjourned, to reconvene subject to call of the Chair.)

DEPARTMENT OF SCHOOL NURSES,
NATIONAL EDUCATION ASSOCIATION,
Hon. CARL D. PERKINS,
March 20, 1972.

*Chairman, Committee on Education and Labor,
U.S. House of Representatives,
Washington, D.C.*

DEAR MR. PERKINS: As Legislative Council Representative from California to the Department of School Nurses, National Education Association, on behalf of approximately 2000 school nurses in California, I would like to express support for H.R. 13452—Nutrition Program for Children.

School Nurses have long realized the influence of nutrition on the ability to learn. Under-nutrition and mal-nutrition reduce concentration, lessen the attention span, and cause excess fatigue; plus the added factor of poor physical and mental growth. The Maintenance of nutritional well-being is a needed role for schools to play. The school program cannot meet these needs by providing lunches only, but must incorporate nutrition education in the curriculum. Your interest is greatly appreciated by all school nurses who see these needs daily.

Food Service and Nutritional Education Programs for all children must be considered. The Department of School Nurses-National Education Association strongly support all moves in this direction.

Sincerely,

REGINA M. EDDY, R.N., B.Sc.,
Legislative Council Representative.

THE AMERICAN DIETETIC ASSOCIATION,
Chicago, Ill., April 4, 1972.

Hon. CARL D. PERKINS,
*Chairman, Committee on Education and Labor,
U.S. House of Representatives,
Rayburn House Office Building,
Washington, D.C.*

DEAR MR. CHAIRMAN: The American Dietetic Association is pleased to present a statement in support of H.R. 13452, a bill to provide a program that will test and evaluate a universal food service and nutrition education program for children.

The American Dietetic Association represents 23,000 dietitians whose objectives are: the improvement of nutrition of human beings and the advancement of the science of dietetics and nutrition as well as education in these and allied areas.

This is the third opportunity which we have had to express our viewpoint to Congress concerning the school food service programs. In 1969, The American Dietetic Association presented testimony in support of legislation to guarantee a lunch to needy children at a free or reduced price. Early in June of last year our representative testified before the Senate Subcommittee on Agricultural Research and General Legislation in support of S. 1919 and H.R. 5257, bills to make the school breakfast permanent. Later in June of 1971, we testified before your committee concerning H.R. 5291, the Child Nutrition Act of 1971.

In this latter testimony we stated, "Our Association is convinced that at least one meal that supplies at least one-third of a child's daily nutritional requirements should be furnished *every* school child." Our position has not changed. Therefore, we support the provisions of H.R. 13452 which will allow the establishment of programs to test the feasibility of the concept of universal school lunch.

In previous testimony we have expressed concern that there be nutrition education programs correlated with every child feeding program. We believe that hungry children must be fed but we insist that there be applied nutrition taught in conjunction with each program if the basic purpose of such programs, the development of citizens with an awareness of the principles of sound nutritional practices, is to be achieved. We are most pleased that in H.R. 13452 there is provision for a nutrition education program in schools selected for participation in the demonstration projects.

On March 7, 1972, the National Advisory Council on Child Nutrition in its first annual report to President Nixon recommended that much greater emphasis be put on teaching children the essentials of good nutrition. The report said that the teaching of nutrition "has become a forgotten part of the curriculum with teachers reluctant to include it is their instruction due in many instances to their own lack of training in nutrition and to the press of other curriculum subjects."

Following a meeting of this National Advisory Council with the President on March 7, the Secretary of Agriculture said that the Administration would support the recommendations of the Council.

We recommend, therefore, that the National Advisory Council on Child Nutrition assume an active role not only in "evaluating the results of the program as authorized by this section" (Section 14 of Public Law 92-248), but that they or their approved representatives be active in the development of the related nutrition education program *before and during* the demonstration projects as provided for in H.R. 13452.

We recommend further that in those sites selected for the pilot programs there be established local advisory councils to monitor the progress of the programs. This should be of invaluable assistance in establishing programs suited to "varying ethnic and racial enrollments" as stated in H.R. 13452.

The provisions of H.R. 13452 should be instrumental in testing and developing new methods of food service delivery, research that is certainly necessary if the concept of universal school food service is to be realized. We recommend that in the establishment and supervision of the test programs a qualified dietitian be employed by the administrative body.

Until such time that there is sufficient evidence to refute the objection that universal school lunch is too costly and unfeasible to administer, our conviction that this is sound nutritional practice will not be realized. Demonstration projects as outlined in the provisions of H.R. 13452 will be of great assistance in collecting the required data.

I would appreciate it if this letter could be made a part of the printed record of hearings.

Sincerely,

KATHARINE E. MANCHESTER, R.D.
President.

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ABSTRACT

This report presents the results of an inquiry conducted to determine whether the Saskatoon schools were providing the kind of school services the community really wanted. The information was obtained by soliciting written briefs from citizens and students, by conducting a random survey, and by holding public meetings throughout the city. The report is comprised of (1) a summary of attitudes expressed by the public on a wide variety of topics related to Saskatoon schools and (2) some observations and 47 recommendations made by the inquiry group. (JF)

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U.S. DEPARTMENT OF HEALTH
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JUDGE E. N. HUGHES, Chairman
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MAX. MACDONALD
BISHOP JAMES P. MAHONEY
MRS. W. G. SALISBURY
GREN SMITH-WINDSOR

— SASKATOON, SASK.

CITIZENS' SCHOOL INQUIRY ← ;

EA 005 122
EA

"Saskatoon has in the past had a reputation for doing creative things to help meet the educational needs of its children..."

- from a citizen's brief.

ED 078528



Members

JUDGE E. N. HUGHES, Chairman
DR. C. J. KILDUFF
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BISHOP JAMES P. MAHONEY
MRS. W. G. SALISBURY
GREN SMITH-WINDSOR

— SASKATOON, SASK.

CITIZENS' SCHOOL INQUIRY

January 24, 1973.

To the sponsors of Citizens' School Inquiry:

Saskatoon Teachers' Association
Saskatoon Separate Board of Education
Saskatoon Public Board of Education

My fellow members of the Inquiry and I are pleased to present the following report which represents the findings and recommendations of the Citizens' School Inquiry.

We thank you for the trust you expressed in granting us complete independence as we carried out this assignment.

Conscious of our limitations as non-professionals in education, we hope that we have fulfilled the mandate that you gave us by honestly and accurately reflecting the opinion of our fellow citizens.

The Inquiry members have considered this a most worthwhile and interesting project and have appreciated the opportunity to serve voluntarily our community in this way.

Yours truly,


E. N. Hughes,
Chairman, Citizens' School Inquiry

EA 005 122

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INTRODUCTION

INTRODUCTION

The Citizen's School Inquiry was conceived and sponsored by the Saskatoon Public and Separate Boards of Education and the Saskatoon Teachers' Association. Funds were provided by the two boards. The Teachers' Association provided help in setting up equipment for public hearings, taping these sessions and providing such other assistance as the inquiry required from time to time.

The sponsors were prompted to establish the inquiry by the question of whether they were providing the kind of school services that the community really wanted. While the sponsors suggested some broad terms of reference, the inquiry group eventually embodied their objectives in the following sentence: "To determine and assess what the citizens of Saskatoon expect from their elementary and secondary school systems." In order to reach this goal, the inquiry group decided to seek public opinion by soliciting written briefs, conducting a random survey, and holding public meetings throughout the city. Briefs were invited by advertising in the various media, by letters sent to various organizations, and by notices sent home through the schools. In all, about 200 such documents were filed with the inquiry. They ranged in length from submissions of one page to veritable volumes. A significant number of these briefs were from senior students, following a special appeal to them.

Though the members of the inquiry anticipated that a considerable volume of material would be generated by briefs and public meetings, they felt strongly that it was important to reach those persons who would hesitate to write a brief or to appear before a hearing. The inquiry group felt that these people in the community should be provided with a voice in

the deliberations, and that their opinions should be sought out before any public discussion of the issues. In order to reach this grass roots group Market Facts of Canada Limited, a public attitude research firm, was engaged to conduct a study in the City. This firm first held five meetings with representative small groups in order to determine concerns about Saskatoon schools. Reactions were used to design a questionnaire. Following this, 420 persons were interviewed in their homes and asked to respond to 97 statements and answer 6 open-ended questions of a general nature. The open-ended questions involved the participants writing out their generalized views of the system including their likes and dislikes of it, the one best thing about it, and the area requiring greatest improvement.

The inquiry group held a series of seven public meetings which were attended by approximately 1,400 persons. Many of those attending, but by no means all, took part in the discussions which followed the verbal presentation of briefs. The observations of speakers at these meetings were recorded and transcribed.

In summary then, the inquiry had at its disposal 200 written briefs, the report of Market Facts Public Attitude Survey and the transcribed comments made at public meetings. This material was combined to form the basis of this report. Thus, in all, more than 2,000 persons came in direct contact with the inquiry. In addition, some of the briefs submitted were from groups, such as home and school associations and other civic and professional organizations. The members of the inquiry would like to express thanks to those who participated. We hope that we have their messages straight.

To get the messages straight was by no means a simple task and if in some areas of this report there appears to be conflict, it does not mean that the inquiry members could not make up their minds but simply that a great divergence of opinion exists among the citizens of this City on the subject.

Further, terminology became a problem in some of the submissions and in some instances it was difficult to tell whether the respondent was referring to elementary or secondary school students. This was particularly difficult to determine in the area of freedom versus discipline and in the amount of student involvement in setting school policies. Indeed, the word discipline itself caused the inquiry members some anxious thoughts; for some respondents discipline appeared to be a trip to the woodshed while for others it meant the capability to deal properly with difficult academic exercises.

Another point that must be noted is that reference to percentages in the public attitude study must be considered approximate, in the sense that they are statistically reliable but not exact.

It must also be noted that some of the more extreme views expressed have not found their way into this report because they appear not to have caught the interest of even a significant minority.

The report which follows is comprised of two major sections. The one immediately following named "Findings" is a summary of attitudes expressed by the public on a wide variety of topics related to Saskatoon schools. These findings are presented largely without comment or opinion. The final section is labelled "Observations and Recommendations". Implicit in our choice of recommendations is our assessment of the Findings.

FINDINGS

A. ENDS AND MEANS

A. ENDS AND MEANS

OBJECTIVES IN EDUCATION

Throughout the proceedings of the inquiry a considerable amount of public interest was focused on the educational aims and objectives of Saskatoon schools, both in the written submissions received by the Committee and in the discussions at public hearings. A further indication of citizen viewpoint in this matter was apparent in the results of the public attitude survey.

Although not directly stressed in all contributions, there was a stated view by some and an inference by many others, that school programs should be equally available for all children and youth of this City, with equally suitable educational facilities and staff. There should be equal educational opportunity regardless of residence, race, or religion, and without restrictions imposed on the basis of any physical handicap or emotional or learning disability.

One Home and School said:

We believe that equal educational opportunity should be provided all children in the city, regardless of where they live or what their economic circumstances.

This would mean that -

- all school buildings and facilities should come to a certain minimum standard;
- resource centres and gymnasiums should be provided all schools;
- equally qualified teachers and administrators should be found in all schools.

Frequent reference was made to the idea that the school should have as its primary objective the development of the individual student to the maximum of his or her potential. It was made abundantly clear that contributors thought in terms of the development of the capacities of the individual student.

One respondent put it this way:

Education is the encouragement of the fullest possible development of all the skills latent in an individual and the encouragement of optimal function within society.

The potential that contributors would expect schools to develop lay in three broad areas:

1. The development of skills and knowledge:

Emphasis was placed on the idea that the school program should enable the individual student to develop general competence in communication skills and mathematics. It was felt that students not only should, but must, learn how to communicate their thoughts both orally and in writing, and that in addition, they should understand the basic mathematical concepts and practices.

Next, emphasis was placed by contributors on the development of a wide range of other skills and knowledge. The school program should be broad in content and should encompass a wide variety of subject matter. Such a program should aim to develop all areas of student ability and should enable a student to cope with a rapidly changing society.

2. Development of a motivation to learn and an intellectual strategy:

The school program, it was felt, should encourage in the student a motivation or eagerness to learn. Moreover, it should encourage the student to develop an inquiring mind and a capacity for both creative and critical thought. It should teach the student to learn for himself.

3. The development of social and/or moral attitudes:

Students should develop an understanding of other people, and should learn to respect and value their persons and opinions; they should develop a sense of responsibility for their society. (Contributors would not suggest, we feel, that schools alone are responsible for the development of these attitudes in students but

would suggest that schools play an important role in supporting and accommodating the values learned by the student in his home and in society.)

A few respondents attempted a summary of the objectives of education. As might be imagined there was considerable divergence. One of the submissions which seemed to characterize the common opinion was as follows:

- The objectives of education should be to:
- a) teach the student how to teach himself.
 - b) teach the student how to adapt to our rapidly changing world.
 - c) teach communications - how to relate to each other and the rest of the world.
 - d) teach the student self-discipline through responsibility.
 - e) teach students to work to the best of their ability and to produce a standard of workmanship in which they can have pride.
 - f) teach respect for all types of work.
 - g) teach respect for all our fellowmen.
 - h) teach all these things and still preserve individuality as an end result.

And a second submission which also attempted a summary:

The primary objective of education should be to develop the student to the maximum of his or her potential:

- by providing him with the skills necessary to express himself in written and oral form.
- by creating in him a sense of individual responsibility.
- by encouraging an inquiring mind and the capacity for critical thinking.
- by enabling him to continue his education beyond the elementary and secondary level.
- by preparing him as well as possible for the kind of employment he is likely to find.
- by introducing him to the kind of cultural and athletic activities which will make his leisure time more fulfilling and rewarding.

ALTERNATIVES WITHIN THE SYSTEM

For the majority of parents and students, there would be satisfaction if the schools simply did well what they are presently doing.

But to satisfy a significant minority, without catering to extreme positions, certain alternatives should be available. It was felt

that choice benefits and frees everybody. One mother said:

I realize that many people may not agree with my ideas concerning the objectives of schooling. For this reason I strongly plea' for the establishment of alternatives within the public school system. Parents and children should be given a choice of schools and of teachers with different approaches to teaching, anywhere in the city. This would greatly increase the teachers' freedom too, as they could develop their own teaching styles with the full support and co-operation of their principal and the parents who elected to send their children to them.

It was suggested as a principle that the school should be fitted to the child and not vice-versa. Some parents felt that emphasis on standardization might "easily degenerate into a rigid refusal to acknowledge that children's capacities differ." It was further felt that the obvious solution to unequal aptitudes "is to allow students to proceed at more or less individual rates."

What kind of alternatives are being sought? This report will make suggestions for alternatives in such areas as discipline, teaching methods, curriculum, school attendance, evaluation methods, open boundaries, education facilities, differentiated staffing.

How can these alternatives be handled practically by those who have responsibility? Suggested means included:

(a) Develop schools with distinct profiles, made available through a liberal open boundaries policy. A submission from a family spoke in this vein, expressing their thoughts as follows:

Finally, some of these objectives might be attainable for those parents and students who want them if the school boundaries were erased and the consumers of education were allowed to select the school with the approach they desired. If this were done, school staffs should be encouraged to develop distinct approaches to the educational process. Some of these suggestions would also involve increased personnel; it is encouraging to see schools attempting to involve parents in both the decisions as to what schools should be achieving and in volunteer work to help attain these objectives. Such efforts at parental involvement should be encouraged.

This principle of being able to select alternative schools within the system received considerable support. One home and school expressed it simply: "If a child is not receiving the kind of education he considers desirable in the school nearest him he should be allowed to attend any other school in the system." This same association suggested that schools develop specialized programs so that they are known for their differences rather than their similarities.

One particular suggestion for a special school was expressed in this way:

I would like to see one of the high schools being run on an experimental basis in a way rather different from the other schools. One of the small collegiates could be used for this purpose, and students would have the option of attending this school or one of the conventional ones. In such a school, the students and teachers would have certain freedoms which do not exist in most schools today. The school would be set up simply as a centre to facilitate learning. Teachers would function as resource people. There would be sufficient flexibility in programmes to permit each student to pursue things which interest him. There would be some freedom to attend class or not, and to plan - with guidance - how one schedules one's time. There would obviously be rules of conduct, as are necessary whenever large groups of people come together, but such rules would exist for a valid reason and would not be arbitrarily imposed by the administration. A willingness to adhere to such necessary rules and to be prepared to handle a gradually increasingly large part of the responsibility for one's own learning would be expected of all the students. I am prepared to bet that there are in Saskatoon enough kids to populate a small high school who would be prepared to learn this kind of responsibility and who would be far happier than they are in our present schools. Saskatoon has in the past had a reputation for doing creative things to help meet the educational needs of its children, and this sort of step would seem to be what the situation which confronts us calls for.

A separate submission suggested that as part of an experimental high school, students might well profit from modified correspondence courses which could serve "to increase the independence of the pupils in the direction and conduct of their own learning."

It was suggested that in the high school systems, it is feasible for students to register for courses in more than one school, so that their personal program requirements may be met.

(b) Develop special rooms in the present school systems, particularly in the elementary areas, where interested parents can share in the education of their children by greater participation. Considerable interest was shown in a local Open school, and its method of operation. It seemed to be based upon "a much stronger relationship between the family and the school", and on an "active partnership approach." This was seen as an approach having possibilities within the existing school systems.

(c) Develop a more refined system of "contract" teaching in regular high schools. The contracts should be entered into freely and carried out responsibly; in such a program, credit is based on progress rather than attendance.

(d) Experiment to obtain greater flexibility in time scheduling. Public opinion ran very much in favor of the semester system. Some parents questioned the rationale behind a necessary attendance of 200 days. Some asked why the school year is determined on a September to June basis. An opinion was expressed that schooling be on a year round basis. Others asked why the daily time schedule is fixed at 8:30 to 3:30. They seemed to be willing to examine alternatives. Most, however, would leave the school year as it is with the holidays retained in the summer period.

The rigidity of the present system was expressed by one student who said:

When the bell rings - even if a crucial set of measurements in assigned experiments is in process - the students, conditioned as well as Pavlov's dogs, pack up their books and shift both mentally and physically to a new class.

Another student asked that students be allowed to work independently with an overseeing teacher. She too saw this as permitting longer experiments

in science and a possible enabling of immersion in language.

VIEWING THE SYSTEM

While most contributors to the inquiry pointed out particular aspects of the educational system which they wished to praise or blame, a few attempted to give over-all impressions. On the whole, generalizations regarding elementary schools were complimentary.

Those groups who took surveys of their memberships came up with praise. They found clear majorities who were happy with the present general state of things.

Some who made personal assessments were less favourable to the system. Some stated there was little room for self-discipline and self-exploration; one remarked that creativity and spontaneity were "steam-rolled" out of the child. They corporately identified a problem in the emphasis on competition and on passing and failing. One group said, "Finding winners is not what our schools should be all about. We have a right to expect them to develop healthy human personalities." Another individual commented that students experience fear: "the fear of being wrong, stupid, fear of expressing one's own ideas and feelings."

There were a small number of respondents who blamed the schools for failing to teach the children moral values, and laid responsibility for the present state of the world at the feet of those accountable for our schools.

RESULTS FROM THE PUBLIC ATTITUDE SURVEY - ENDS AND MEANS

"In school the emphasis must be in teaching students how to learn."

90% agree

"You get the same standard of education no matter what school you go to."

36% agree

"I'd keep the schools running just as they are if I had my way."

39% agree

"Parents should be able to send children to any school they want."

72% agree

"I would like (my child) to go to a school set up to experiment with new teaching methods."

73% agree

"There's no reason why the schools should close for the summer."

38% agree

"Students need the summer for a rest from school."

83% agree

"The schools are preparing the students well for life after they leave school."

52% agree

"The school system is better than it was twenty-five years ago."

91% agree

"Saskatoon has a very good school system."

81% agree

SUMMARY - ENDS AND MEANS

1. In Saskatoon there is a consensus on the general objectives of education. Citizens believe that the school program should have as its aim and objective the development of the individual student to the maximum of his or her potential. This will be achieved through the development of:

- (a) communicative skills - oral and written communicative skills, and mathematical concepts and practices;
- (b) a wide range of interests and abilities - to suit the student in order to cope with the changing society. The education of the "whole" child.
- (c) a motivation to learn;
- (d) an ability to learn for himself, and to think critically and creatively;
- (e) moral and/or social values in support of the values taught in the home and in society.

2. Every student should have equal educational opportunities regardless of his residence, race or religion and without restriction on the basis of any physical handicap or emotional or learning disability.

3. There is general satisfaction with the elementary school system; satisfaction with secondary schools is less general.

4. A significant minority are seeking alternatives within the school system. Many of these alternatives become possible only with the removal of school boundaries.

5. There is a strong feeling in favour of school vacation periods during the summer.

B. PROGRAM AND CURRICULUM

B. PROGRAM AND CURRICULUM

Judging from the contributions made to the Citizens' School Inquiry, it seems that most Saskatoon citizens accept the traditional division of curriculum into subject areas. However, they would make some changes in subject offerings, mainly as follows:

- (1) the strengthening of some courses and programs now offered (such as Language Arts, Mathematics, French, Fine Arts, Physical Education);
- (2) the availability for all of adequate Family Life Education, Canadian Studies, Education for Leisure;
- (3) the addition of more full-credit and mini-length optional courses at the secondary level (such as world religions, psychology, sociology, ecology, anthropology, philosophy, economics, political science, industrial arts and crafts);
- (4) the removal of a seven-subject minimum requirement in high school.

No one change, of course, would be agreeable to all.

Not surprising in an increasingly mobile society, a strong call was heard for the standardization of curricula from coast-to-coast in Canada. This need was felt especially in Mathematics, English Grammar, and the compulsory subjects. Some felt that such standardization was lacking even within Saskatchewan, and one person complained that in Saskatoon, rooms of the same grade in the same school seemed to have different programs and schedules.

A far larger number of contributors, however, opposed standardization and called specifically for greater individualization of program and rate of progress to accommodate individual differences in students.

They would tailor the program to fit the student, rather than require the student to adjust to a rigid school program.

BASIC SKILLS (3R's)

The largest number of submissions on any topic whatever were those concerning the importance of the basic skills of language arts (reading, writing and speaking English) and mathematics. These briefs, which included a number from home and school associations, recommended that highest priority be attached to these areas, particularly at the elementary level.

Many people noted that high school graduates are frequently deficient in spoken and written English and in basic mathematical skills. A professor who called for more school time spent on basic skills said this of his students at the university: "Rather severe difficulty in reading, spelling and composition is so common as to be normal." One community group, concerned about the inability of many high school graduates to "write a simple sentence . . . (and) carry out basic arithmetical computations", blamed an overloaded school curriculum for the problem:

Because it has tended to take on more and more of the responsibilities of the home, the church, and the community, the school is probably not doing as good a job as it should in those areas for which it was created--namely to provide instruction in the three R's. . . . Without these basic tools, students are at a definite disadvantage, no matter what they may be doing after graduation.

One parent suggested that a major cause of deficiencies of graduates in spoken and written English may be because English "is taught in isolation", instead of being taught as an "inter-disciplinary skill", emphasized by the science teacher, the physical education teacher, the mathematics teacher, the social studies teacher, as well as the language arts teacher. Another suggestion was that English or language arts teachers need more time: time "to drill the rules of grammar, . . . to mark the exercises these drills require, and . . . to dwell on creativity". Paid teacher assistants

or parents with undergraduate degrees in English or speech would be of great help in lightening the load of high school English teachers, said one citizen. Several other contributors called for more remedial reading teachers and speech therapists.

A few parents expressed "doubts" about the teaching and value of "new math". Complaints were that compared with "old math", new math is more "difficult and confusing for students to learn, for teachers to teach and for parents to understand."

Only one contributor stated that there was too much emphasis on books and reading in our schools, and that such emphasis induces anxiety in poor readers. He recommended that "learning experiences in the schools should be based on as wide an input of sensory experience as possible and the output measured by as many methods as possible, rather than relying entirely on writing and reading."

FINE ARTS

While a number of contributors believe that basic skills should get more attention, even if it means giving less attention to fine arts, physical education, sciences or counselling, others believe that schools should not be "narrowly academic", but should provide for "a wide range of cultural and social interests." There was considerable interest shown by individuals, home and school groups, and art and music teachers in an expansion of fine arts offerings in schools. A professor of music put the case for fine arts this way:

Any respectable view of man must recognize his physical, intellectual, and spiritual nature and the school curriculum must reflect this. Ample exposure to physical culture, to intellectual discipline, and to the spiritual/esthetic values of art, music and drama should be provided for each student in every grade . . .

The absence [in Saskatoon] of theatres and specially designed and equipped art and music rooms suggests that we do not yet understand the importance of these kinds of experiences . . .

Several students noted a lack of fine arts facilities and teachers. "Public school students are very seldom lucky enough to have a qualified art teacher", observed one, "but a solid background in art is a basic requirement for many professions such as interior decorating, architecture, and fashion designing." Other students claimed that art and music "are practically ignored" and "classes in drama and music are especially lacking."

One brief included suggestions for improving and expanding the elementary and secondary school art programs. "Each elementary school should have a qualified art teacher halftime . . . and a room set aside specifically for art," it stated. And at the secondary level, consideration should be given to "centralizing all art education in one or two centres which are easily accessible by bus." Such an arrangement, it is claimed, would mean that "equipment could be used by more people and teachers could specialize to some degree."

An art teachers' organization recommended that every child should take art for the first eight years of school, and called for qualified art teachers in each school, special art rooms, increased instruction time, and resident artists in association with the school system.

A brief from school music teachers pointed out that "there are no rooms in the entire school system which have been designed for the purpose of music instruction", and "forty-four percent of the elementary schools do not have instrumental music programs." They recommended "more qualified personnel" in both the elementary schools and collegiates, "more equipment", and "better facilities". A spokesman for the group stated that "music should be compulsory in the elementary school . . . up to some place in the division three level." Several individuals at public meetings agreed that music should be offered as part of the regular curriculum.

FRENCH INSTRUCTION

We received a significant number of submissions supporting French instruction. We were told that in 1967 the Department of Education introduced a six-year French program to begin in Division III (year seven) and that the "Saskatoon public school system is the only major school system in Saskatchewan which has not fully implemented the Division III French program." At present, they said, "seventy-five percent of the grade seven and eight students in Saskatoon's public schools" do not get French instruction at school. However, it is noted that the Saskatoon separate school board introduced French in all grade four classrooms in 1964, and in 1967 they implemented the Department of Education Division III French program.

The French Teachers' Association recommended the following to the public school system: that the Department of Education French program be implemented beginning in grade seven in all elementary schools; that a full-time co-ordinator of French for Divisions III and IV be employed; that daily twenty-five to thirty minute periods be allocated to the study of French in grades seven and eight; that class size be limited to twenty students; that teachers hired to teach French be qualified to teach French. The latter three recommendations were also directed to the separate school system. Several groups, including home and school associations, supported the brief of the French teachers, and urged that French be taught to students at as early an age as possible.

One brief recommended that "instruction of Ukrainian during school hours, and beginning no later than Year IV". be introduced immediately in those "various school districts or areas" where the demand arises.

CANADIAN STUDIES

Some contributors recommended that Canadian studies be emphasized much more. One parent asked that Canadian studies be "given priority on curricula throughout all 12 grades". She explained:

The older children [her own] are hazy about their country's history, geography, legal system, and structures of government. It is small wonder that few local residents attend board and aldermanic meetings, vote in local elections, or attempt to manipulate government or press for change; they probably don't know how to go about it.

Several groups recommended class trips to historical sites, comparative studies on political parties, studies of basic laws and legal rights of the individual in our society, and compulsory classes in Canadian social studies, with instruction by Canadians from books written by Canadians.

FAMILY LIFE EDUCATION, HOME LIVING AND HEALTH EDUCATION

About a dozen briefs, including some from groups, stated the need for family life education, to be taught in both elementary and secondary schools. Child care should be an integral part of this education, according to a brief from a women's association. One brief, supported by others, claimed that in the years before grade eight there should be "complete coverage of fundamental sex education, including sexual anatomy and physiology, contraception, venereal disease and feelings towards members of the opposite sex." Others recommended that at some stage in basic education, both boys and girls should have instruction in such things as household budgeting, home management, maintenance and repair, consumer buying and credit, car-care, elementary first aid and lifesaving.

Several people at public meetings stated that there is not enough emphasis placed on health education in our schools, on knowledge about the human body and how to care for it. Education beginning in early grades, about proper nutrition and exercise, and about drug abuse were seen as important.

EDUCATION FOR LEISURE

Several contributors suggested that in the future, education must be geared more toward preparation for leisure and less toward preparation for jobs, since with a shorter work week and early retirement there will be more spare time.

A couple of home and school groups suggested that students from the elementary years up need to be prepared for future leisure by learning hobbies and crafts, engaging in nature study and camping outdoors, and learning individual sports such as golf, tennis, swimming and bowling that can be enjoyed throughout life. Another brief suggested guidelines for leisure education. In future, they maintained, "the school will have to drop its traditional policy of isolating leisure education on the island of extracurricular activities and bring it into the mainland of the school curriculum itself." And further, "education for leisure cannot be the exclusive domain of any one segment or level of education." Important skills for leisure, they suggested, should do the following:

- Aid body development, movement, and motor co-ordination, usually expressed in physical activities such as games, dance, and sports.
- Contribute to safety and survival, such as swimming and driving a vehicle efficiently and carefully.
- Bring good literature into our lives . . .
- Make use of creative hands in shaping materials, such as painting, sculpturing, tying flies . . .
- Bring appreciation and enjoyment of the outdoors . . .
- Make it possible to create vocal and instrumental music, or at least enjoy listening to them.
- Allow us to express ourselves through drama.
- Enable us to learn the joy of being of service to others.

A few contributors were opposed to giving more school time to leisure education. One parent suggested that training for the use of leisure time should be "the job of Parks and Recreation, the Y", but not of the schools: that the curriculum becomes overloaded when the school assumes responsibility for every sort of child care and educational experience.

OPTIONAL SUBJECTS

About a dozen briefs, including a number from students, suggested that more options should be offered at the high school level. Courses recommended were psychology, sociology, ecology, anthropology, philosophy, comparative studies on world religions, economics, political science. It was argued that university is too late to begin these subjects, since those students not going beyond grade twelve should have at least the opportunity of an introduction to them. One youth group asked that more students from the regular high schools be able to take the specialized shop programs, such as metal work, automotives and electronics, which are offered at the comprehensive collegiates.

Several briefs discussed the vocational and industrial arts programs. It was claimed that high school should provide a broad general education, including offerings in industrial arts as well as in academic subjects, but that it should not provide specific vocational preparation. Functions of industrial arts courses in high schools were outlined as follows:

- (1) to familiarize students with vocational opportunities, problems and practices;
- (2) to give those students intending to pursue a high level technical course at a post-secondary institute an adequate grounding in math and science;
- (3) to provide preparation for a hobby for leisure time.

A teacher of industrial arts recommended that there be established a central core of subject matter for industrial arts and that teachers be required to follow the established curriculum.

There was considerable opposition to the reduction by the Provincial Department of Education on minimum requirements in Division

Four from eight to seven subjects. One High School Staff expressed the opinion that "reduction in . . . credit requirements . . . has encouraged student indifference toward wider and in-depth exploration of available courses." Another group of teachers suggested that "the Department [has] put some financial pressure on Boards to reduce the number of courses each student can take."

Reflecting the theme that since we usually have only one chance at formal education, it should be the fullest education possible, a high school home and school association put its argument this way:

Since subjects are only a means of gaining [educational] objectives . . . , let any number be taught that helps reach these goals. However, in our present educational structure, the majority of [our] parents felt a minimum of seven subjects was unrealistic, and that there should be no maximum number set.

DRIVER EDUCATION

We did not receive a large number of submissions about driver education, but most of those who did comment spoke favourably. One youth wrote, "We heartily approve the Driver Education Program as a meaningful part of education in our modern world and we hope that nothing will be done to cut back or remove this program." A father, three of whose children had taken the program, wrote this:

I am happy with the attitude that my children have taken toward the responsibilities associated with driving a car and would hope that . . . this good program be . . . continued and strengthened in our High Schools.

A brief from the Driver Education Staff of the Public Board of Education recommended changes in the Driver Education program: that it be made a credit course in the regular school curriculum instead of being extracurricular; that it be conducted during school hours; that the classroom theory be extended to 30 hours from 24; that there be no fee; and

that it be part of a kindergarten-to-Grade-12 safety program, made possible by the Department of Education on a province-wide basis.

A couple of briefs questioned whether Driver Education should be a school responsibility, since it is expensive and perhaps prevents the offering of courses "more meaningful to general education."

PHYSICAL EDUCATION

A lot of interest was shown by many contributors about physical education and sports. There was a variety of opinion, but most of these briefs called for an expanded physical education program in elementary and secondary schools, with less emphasis on competition and inter-school team sports and more emphasis on general participation and individual "carry-over" sports (such as curling, badminton, tennis, swimming, golf, bowling, skiing). A few contributors stated that there is already too much emphasis on sports, at the expense of either basic subjects or of music and art.

It was felt that the physical education program at the elementary level is not well developed and lacks qualified staff. Referring to the elementary system, a teacher at a public meeting stated this:

I think we have a very poor physical education set-up in the elementary schools. And we have very few people who are qualified to teach physical education in the elementary schools. And certainly this is one of the places it must start.

One elementary home and school brief recommended that a good physical education program be available in all Saskatoon schools, with instruction by qualified physical education teachers, and that this program encourage all children, girls as much as boys, to develop their physical skills, but "without the pressure of competition always present" as it is in the presently organized team sports. Another home and school recommended "daily Physical Education activity for all students."

At the high school level it was felt that competitive inter-school team sports for the talented few received too much time and attention and that instead money should be spent primarily on programs that benefit all students. A student at a public meeting earned a round of applause when he stated that he would rather participate in sport "for the enjoyment of it, rather than the competitive spirit of it."

Another student commented this way:

The athletic program is now focused on the superstar who plays on teams, instead of emphasizing participation for all for fun and fitness . . . A well-run intramural program which caters to the person of average physical ability is extremely important.

One brief, however, noted this problem:

There is evidence of declining interest in the traditional program of interhouse competition . . . The privilege to leave school early in the day seems to be a factor undermining the participation in intramural activities.

Several briefs suggested dissolution of inter-collegiate team sports. A group of educators queried:

Is the cost of and the effort required by some major inter-collegiate sports a necessary part of the public school system? (The Schools have quietly given up hockey--what of organizing football outside of the school system?)

A parent suggested that "football and heavy concentration on inter-school contests . . . encourages a whole generation of spectators."

A medical doctor, and parent of elementary school children, wrote "The physical education programme is completely ineffectual as a means of promoting improved student physique but it is very expensive in capital and operating costs."

EDUCATION FOR SPECIAL NEEDS

a) The Academically Talented or Gifted

Many citizens addressed themselves to the topic of the academically talented; most were in favor of the special classes now offered for gifted children and would like to see an expansion of the program in availability and content. Several students who had been part of this program said it was "challenging", "interesting" and "enjoyable" and should be extended into the high schools. One parent who supported these special classes remarked as follows about gifted students:

These are the neglected children in regular classrooms if there are too many students for one teacher. The gifted easily become bored, lazy, underachieving. In special classes, far from becoming 'intellectual snobs', they become quite humble kids because for once they're being pitted against their peers or better.

A brief from an organization of social workers, who recommended the program, suggested that there be financial help (mainly busfare) for families that cannot afford to send their academically-talented children to the school providing this program. They also suggested that volunteers be used to help with the program in order to minimize costs.

A community group critical of the program argued this:

[T]he segregation of any group of students is antithetical to the prevailing educational philosophy that exceptional children have more in common with other students than they have differences and therefore they should be kept with other children rather than being set apart.

b) The Handicapped (Emotionally, Socially, Mentally)

Many more citizens addressed themselves to the needs of the child with emotional and learning disabilities than to the gifted, suggesting that more attention must be given to helping the handicapped fulfill their potential and to function as responsible, independent members of society. It was brought to our attention that the "incidence

of children whose needs are different enough in one or more areas of exceptionality as to need special educational services is estimated at between eight percent and sixteen percent of the school population."

Several briefs endorsed the adoption of the principle of integrating exceptional children into the regular school classes and programs to the extent possible. One means to facilitate this integration, they suggested, would be for every teacher to have at least introductory courses in the education of exceptional children. Further, "personnel with specific higher-level skills in corrective and remedial work are required" to provide assistance to regular class teachers and to students needing special help. A lower pupil/teacher ratio was also seen as important. Another suggestion was that the Department of Special Education in the school system "use the full-time assistance of child psychiatrists and clinical psychologists."

It was claimed that at present the services for children with a "marked degree of emotional disturbance", who require special classes, is nowhere near adequate. Several noted, too, that the classes for the mentally handicapped need more trained personnel, such as speech therapists. One parent wrote that teachers in the classes for the "educable mentally handicapped" lack "knowledge, training and time to sufficiently deal with all the class members and all their problems."

Several briefs pointed out a great need for provision of services for early identification, before age six, of emotional and behavioral problems and learning disabilities. Early identification and adequate follow-up services can be a preventive measure "which could lead to reduction in expenditure on special classes, remedial assistance, counselling and eventually social welfare payments", one group stated. It was recommended that priority be given to children with special learning needs in establishment of pre-school programs.

Referring to the secondary level, one brief stated that it is "virtually impossible" to provide the "necessary diversity within the context of the traditional framework of secondary school" to meet the needs of exceptional adolescents, and that therefore, special arrangements need to be made. For one thing, "use of tutorial and guided study programmes for meeting extraordinary needs" should be explored. Secondly, closer co-operation and communication between the schools and community agencies providing social work is recommended.

Several contributors commended the Radius Tutoring Project as an alternative to the regular high school program for those who drop out or are unable to cope with mainstream education. This program of studies, financed by the Department of Welfare, operates during the regular school year in private dwellings in Saskatoon. The students, ranging in age from pre-teen to middle age, take courses by correspondence, guided by teachers and tutors trained in "Reality Therapy". The project uses reality therapy to effect behavioral changes; focus of attention is "consistently placed upon the present and the immediate future, for to look back means, in most cases, only to recall failure." The long-term goal is return to the regular school system.

Several contributors pointed out a need for more pre-employment work-study programmes in the school, linked with local industries. One collegiate staff also recommended that there be "more training programs available that do not require grade 11 or 12 for admission." Another group of high school teachers proposed the establishment of an "Employment Council" (to include representatives from industry, the professions, civic government, labour unions, teachers, students and parents), whose main role would be to provide opportunities for "education outside the

formal school system", in the form of "education on the job", for those students (beyond grade 10) who are unmotivated at school or are "incapable of learning beyond a specific level." It was suggested that local and provincial tax money that is now being used to keep these young people in school should be directed to helping them learn outside school.

RESULTS FROM THE PUBLIC ATTITUDE SURVEY - PROGRAM AND CURRICULUM

"The elementary (Grades 1 to 8) school curriculum has not kept up with the times."

43% agree

"There's not enough emphasis placed on teaching the three R's in elementary school" (Grades 1 to 8)

52% agree

"There should be more emphasis on Canadian things and people in history, literature, etc."

85% agree

"High school students should be able to study subjects they're interested in, even though these subjects are not in the curriculum."

80% agree

"Religion should be part of the school curriculum."

38% agree

"There's little point in learning French in Saskatoon schools."

33% agree

"There's not enough attention paid to sports."

38% agree

"Students who don't make the team in sports are made to feel failures."

37% agree

"It would be better if a high school student learning a trade were out working as an apprentice at least part of the school year."

80% agree

"Instead of teaching trades in the classroom there should be an apprentice system."

59% agree

"Students not in the academic stream are looked upon as inferior."

61% agree

"The school system is not geared to cope with the slow learner."

65% agree

"The gifted child gets a raw deal."

37% agree

SUMMARY - PROGRAM AND CURRICULUM

1. Saskatonians expect elementary and secondary schools to do a competent job of teaching the basic skills of spoken and written English and mathematics. There is evidence that graduates are deficient in these skills.

2. Many citizens consider good Fine Arts education, especially art and music education, as important at both elementary and secondary levels. A sizeable number, however, would put Fine Arts secondary to thorough education in basic skills.

3. Most citizens consider French instruction important and would like to see it available to all students, beginning at least by year seven.

4. Most citizens consider increased emphasis on Canadian content and studies important at both elementary and secondary levels.

5. Most citizens consider physical education important. However, many would like the emphasis put on more general participation in team sports, on fitness and on individual "carry-over" sports, rather than on competitive inter-collegiate team sports.

6. A seven-subject minimum requirement in high schools is considered inadequate.

7. Special education: Many believe that more attention must be paid to those students requiring special educational services, both the handicapped and the gifted. The handicapped are considered to be especially in need of early diagnosis and services. As well, more professional assistance in the handling of emotional and learning problems within the school is seen as necessary.

C. THE TEACHER AND THE SCHOOL

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TRAINING AND PERFORMANCE

Saskatoon citizens regard teachers as the key to quality education. They expect them to perform with competence. The public appear to conclude that the best assurance of the presence of competence on the part of the individual will be through a combination of two factors: firstly, academic training, preferably to the degree level; secondly, an ability to relate well to the students as individuals.

As to the matter of academic training the following comments were heard:

We believe that the school systems should strive towards a policy of having all degree-holding teachers in the system.

A Home and School Association, following a questionnaire to its membership, said:

Throughout all the comments, changes and complaints listed on the questionnaire, the desire for high academic and teaching standards was evident.

Coupled with the call for academic attainment was the suggestion that highly qualified teachers should be sought for the early grades. There seemed to be a feeling on the part of some that existing policy pointed in the opposite direction. In this regard these comments were heard:

Greater priority should be given to the lower grades of school, since these are the years when the most crucial learning takes place. This priority should be reflected in such factors as the academic qualifications of teachers . . .

This question of competency should be faced in the present situation of education. Too often, inexperienced or less competent teachers are placed in charge of primary grades, mainly because they are inexperienced or less competent. The rationale is that 'it really doesn't matter', because they are dealing with the youngest children in the school. The first three years of primary school, to

my mind, are the most important of all school years. Here, the child develops work habits and is trained in the most basic skills. Here, the relationships between teacher and pupil are established for a lifetime. However, the concept of school prevalent in our society, as a baby-sitting service denies the importance of such factors.

Referring to the call for a warm and communicative relationship between the teacher and the individual student, citizens made the following comments:

Youngsters should like to go to school, and should be able to look forward with some pleasurable anticipation to each day. This can best be accomplished by being sure that youngsters go into classrooms staffed by teachers who are mature, sincerely interested in young people, and willing to let them be individuals in a group situation. Dollar inputs of teaching materials, audio-visual aids, resource materials, etc., may give a sense of luxury to the school situation, but may or may not contribute to the quality of the educational experience. Hence, meeting demands for these things should come after the human element has been provided in the form of understanding teachers who are readily accessible.

I would much sooner have my youngsters taught by someone who likes them and shows it; who can let them be individuals, and still get along with them, than by a teacher who had lots of academic training but no real desire, or ability, to get close to them.

Teachers ought to like children. They should be able to relate well to children and understand their emotional needs and behavioral problems. Of course, teachers should have a reasonable degree of knowledge and intelligence. They must be able to adapt to change and have an enthusiastic outlook toward learning.

The feeling is present that while academic achievement is attainable by those endowed with the requisite amount of brain power, that alone should not entitle an applicant to enrolment in the College of Education. Ability to attain academic degrees is separate from suitability to teach. This feeling has led to considerable comment directed to us on the question of screening applicants for enrolment in the College of Education for personal suitability to teaching.

Representative of a number of briefs was the Home and School Association which expressed the point as follows:

We feel that education is . . . charged with the guidance of the people of the future. More critical screening of those who would enter the teaching profession is needed. Academic standards alone should not be the basis of admission.

Further, some comment was made about the inadequacy of the academic preparation of teachers. The length and the content of the course were questioned. The opinion was expressed that a two year course was too short and that not enough time was spent in studying the subject matter to be taught. It was suggested that some of the courses offered in teaching training lacked intellectual depth and challenge.

Again, some contributors recommended that teachers be encouraged to take in-service training to ensure that they keep up to date in new methods and course content. By way of example, one brief recommended classes to help teachers handle individualized instruction methods.

TENURE

The present tenure laws were brought into question by a significant number of contributors. The spectrum of solutions ranged from minor variations to outright abolition. The most frequently stated position seemed to be that the principle of tenure should be preserved but that it be modified as to both its initial attainment and its retention. The following are some proposals that have been put to us in this regard:

1. From a teaching parent:

The Teacher Tenure Act is in need of revision or if possible abandoned completely. A teacher can work hard, teach well, impress the superintendent for two years and then 'rest on his laurels' for the rest of his teaching life, knowing that he cannot be released from his position even if a better teacher could be found.

2. From a community Association:

In view of the fact that it is often difficult in two

years to assess the long term competency of most teachers, tenure should be acquired after five years, and there should be a periodic review of the teacher's performance after tenure has been acquired.

3. From an individual:

It is considered that tenure should only be granted after five years of teaching, and that it be for a five year term after which the teacher's performance would be reviewed before granting tenure for another five year term.

4. From a parent:

It should be possible for school boards to dismiss incompetent and unsatisfactory teachers without outside interference. Poor performance is not tolerated in most other areas of employment, and definitely should not be tolerated in teachers dealing with our children and young people in their formative years.

MERIT PAY

By comparison to those who expressed themselves on tenure, fewer citizens spoke out on the matter of merit pay. Some suggestions were received, however, calling for implementation of payment on the basis of merit. Individual submissions stated:

Teachers should be rewarded on their ability to teach, their understanding of children and desire to impart their knowledge - not on the number of degrees they've attained.

A good teacher, teaching each day to the fullest and best of his ability is worthy of a good salary. But the good teachers who are working hard are paid the same salary as weak teachers who put in a very minimum effort. I feel that a teacher's salary should not be measured by degrees but by performance in the classroom. This performance can be assessed by the principal, particularly if he did the hiring, by examinations written by students but set by an outside source--doing away with accreditation, and by simply asking students to rate their teachers--students in High School are not fooled by teachers who are incompetent in their particular field.

The individual whose best contribution is obviously classroom teaching must not feel compelled for economic reasons to attempt a move into administration and accordingly, a recognition of his position is warranted and perhaps that will come through a merit system. One contributor expressed it in the following words:

Adequate recognition must be given to such teachers, other than removing them from the classroom and placing them in areas of administration.

PRINCIPALS

The role of the principal was recognized as one of key importance. It was felt that the utmost care and attention must be taken in the matter of selection of principals. One citizen expressed the importance of the school principalship in the following terms:

The principal holds a key position from which he/she exerts much influence. For example, the acceptance and introduction of (or thwarting of) new ideas, curricula, teaching methods, teaching aids, resource personnel and improved facilities are dependent, in large measure, upon the principal. An individual who is not well-placed in an administrative position can become an obstacle to the implementation and development of the professionally researched, innovative, progressive programs and policies of the School Board and central office. To ensure that our students receive the kind of education which our very able senior administrative staff publicly recommend and support, it is necessary that our local school administrator be held accountable for the learning environment of 'his school'.

In this latter area some felt the principal should have a greater say in the selection of teachers for his school. One parent expressed the point as follows:

Principals are in a better position to choose their own staff than are School Board officials. At present, principals are stuck with a staff which was hired by someone else. Why not put the principal in charge of his school and then at least the tax-payer will know whom to point the finger at if the teachers do not perform according to expectations. Under the present heirarchy, no one person seems to be in any position of authority.

Elementary principals commented on their role in the educational process as follows:

In an institution that must increasingly become more sensitive and more capable of adjusting to change the principal cannot afford to be a 'functionary' who is busy with clerical and minor administrative routine. His new role must become one of being truly the educational leader in the school which requires establishing with the staff and community educational goals for that school.

The authors of the same brief later quoted from the book. Frontiers in School Leadership edited by Louis J. Rubin, to summarize their views:

Change will not eliminate the principal; it may well liberate him. For change, if it is to come at all, will come largely through his efforts, and unless he can be freed from the bondage of many of his present management tasks, he will not have the necessary energy to exercise his leadership.

From the foregoing it can be seen that selecting proper personnel to fill the position of principal is crucial.

There must be a recognition that the outstanding classroom teacher will not necessarily be able to perform well in an administrative position. If a classroom teacher does make a move into a principalship or other administrative position without commendable results, it is suggested a mechanism must be present for his further move, presumably back into the classroom atmosphere. This latter point of view has been expressed to us in the following manner:

The problem is a difficult one to settle to everyone's satisfaction but it may be necessary for the school board to have the right to re-assign principals to lesser positions for which they are qualified, and from which they will better serve our students. Perhaps the real problem to be faced is to maintain security of position and tenure, while insisting that the position of principal be filled by competent administrators.

LIASON BETWEEN ELEMENTARY AND SECONDARY SCHOOL TEACHERS

A strong need for closer communications between teachers in the elementary and senior schools was indicated by several writers. One student commented:

The high school teachers seldom know what you were taught in grades one to seven, and I know from personal experience that grade eight courses are often repeated in grade nine (especially composition, algebra and french) This shows very poor organization of the educational system.

A group of educators admitted that presently, elementary-secondary school co-ordination was less than perfect saying "there is a failure to articulate, practice and program as well as it could be done."

One group asked for justification of the present organization of our schools:

The Division System in Saskatchewan is based on a 6-3-3 pattern, while the public schools in Saskatoon have a 8-4 pattern and the separate school a 7-5 arrangement. Since curriculum design is based on the provincial division system, a school district whose organization of schools does not approximate the division system has greater difficulty providing the programs which the system recommends.

TEACHING METHODS

Teaching methods employed in the classroom have come in for considerable attention in our study. Of those who communicated with us, parents with children in school have had the most to say to us in this regard. In no sense have parents spoken to us with a unanimous voice. We have heard sufficient, however, to appreciate that some changes adopted over recent years have not been totally understood or accepted, perhaps because the reasons for their introduction have not been made clear to the public.

It may be that this is what has prompted one parent to ask:

Could it be that teaching methods are wrong? A major obsession in all levels of education is that 'new' necessarily means 'better'. We are obsessed by the necessity to change, apparently as often as possible, regardless of whether change is for the better or not. New ideas should be encouraged but should not be introduced until they are shown to be demonstrably better than the old ones. The only justification for introducing a new technique should be that it helps educate a person more effectively and/or to a higher degree.

Typical criticism of the teaching methods of some teachers has been expressed in the following quotes by two separate citizens, the first a student and the second a parent:

Everyone is aware of problem students and what can be done about them but not much mention is made of 'problem teachers' such as teachers who can stand in front of a class for sixty minutes every day of the year without any discussion by the students. As a result of this conditioning, classes that should or do encourage discussion, suffer. Students soon become apathetic to everything that takes place in the class. . . . Some teachers tend to look down on students and put little value on their opinions. In some classes where on occasion the student is given the chance to express opinions they are cut down by the teachers. This too stifles involvement.

Perhaps what worries me most is the teaching of language and social studies by requiring children to fill in words in blank spaces, day after day, after day. My own Grade II son is now in book II of his language work book series on page 139. His learning has taken through each page in turn. Not once to my knowledge has there been a digression. Has the perfect book been discovered? . . .

I am not suggesting that work books have no place; they have, but only as an aid to learning. All children should be encouraged to write creatively the moment they are capable of putting two words together. I would like to see more enterprise and originality in schools. A quiet classroom is not always a good classroom.

To turn to specifics we were addressed a number of times on the question of the "open area" concept. The comment was overwhelmingly in opposition to this method of instruction. In most instances the reasons for the expressed opposition were carefully documented and included such comments as:

- They "are noisy and hard for young children to concentrate in".
- This "is getting further away from individual attention."
- They "are a distraction for students who are 'distraction prone'".
- My son is "upset with the noise . . . has wasted a lot of his time."
- Such "less structured systems are apparently leading to a decrease in accountability of the teaching profession to those whom they serve."
- "I feel they are noisy, distracting and encourage the children to become lazy and daydreamers."

The only positive response came from a community association which recommended the open-area system through divisions 1 and 2.

A spokesman at one of our public meetings from a home and school association, in listing reasons against the open-area system prefaced his remarks by saying "we feel that the large open-areas being built into our new schools, don't seem to be producing better quality education for our children."

When discussing teaching methods several contributors suggested that better use could be made of community resources. Opinions in this area indicated that while a few would make the entire community the school, most would accept field trips into the surrounding community as being sufficient. The former opinion would say that school should be held in any place relevant to children, any physical building or location which enables the child to learn and explore for himself.

There was a considerable call for out-of-doors education, expressed in one submission in the following way:

[There should be] greater orientation towards out-of-doors education, as far as our climatic conditions allow, with emphasis on and implication of man's place in the ecological system.

It was also suggested that students participate in the decision-making of where they want to go on field trips and what they would like to explore.

One student mentioned an interesting course in Canadian law which has been given at his high school by members of the legal society and Judiciary in Saskatoon, pointing it up as having been an outstanding success and an excellent example of the proper use of community resources. Several submissions saw visits to City Council and the Provincial Legislature as being ways of utilizing these resources.

A business group offered the "student dialogue program" as a way by which students are enabled to come in closer contact with the business community.

Comments made on the question of acceleration practices within the schools have, in the main, been of a negative nature. A Professor consultant in the field of child and youth psychiatry has drawn on his experience to say:

A further matter of concern is the vexed question of acceleration or retardation. There seems to be little to commend either technique since in both instances the children are removed from their friends and from their age peers. Neither really learns to get along with the other and the stage is set for discrimination on an intellectual basis. Many children have been seen who have problems directly related to their failure and subsequent removal to a lower grade. It would seem that the most vulnerable time for this to occur is grade IV and the blow struck is one from which many children never recover. Equally, the question of internal acceleration breeds discontent, anxiety and fear in the transplanted ones who have to try to catch up, not with the academic achievements of the older group, but with their physical and emotional achievements. This is especially hard on young girls moved up into a pubescent group.

Two proposals were received suggesting that an acceptable alternative to acceleration would be an enrichment program for the child. These contributors said:

1. A common practice in the schools is acceleration. Depriving children of time in school to develop and learn is unfair to these exceptional children. Greater emphasis on enrichment, including broader education than the skill subjects, could be of infinite value in

equipping a child for independent adulthood. The present system merely individualizes to a limited degree the rate of progress in the skill subjects.

2. Although some members of our family have been accelerated and have encountered no great problems as a result. I would much prefer a stepped-up enrichment program for those in need of further challenge. Perhaps a school could suggest some forms of enrichment which could be embarked upon by the parents or by way of a co-operative effort by parents and school, thus not dumping yet another obligation solely on the school system.

Another contribution expressed the view that under a system of "continuous progress" parents are not aware of acceleration taking place. This group then recommends:

Because of problems which are often created with respect to social maturity and the completion of high school at an early age, we would advocate that overall acceleration of the students' program only take place with the full knowledge of the parents, so that they are completely aware of the implications of such acceleration.

We did receive a large number of submissions dealing with the question of streaming of students into levels or areas where it is considered their talents best fit. One home and school association that spoke out strongly in favour of the academic talented classes at the elementary school level seemed to back away from an outright endorsement of academic streaming at the high school level and suggested individual programming with flexibility of subject choice as an alternative. Another brief, while acknowledging the merits of the streaming process, suggested caution in the following words:

Although selecting and streaming individuals according to their talents and capabilities seems desirable, a word of caution must be issued. The end result of such streaming must necessarily preserve the dignity of the individual, so that those working in jobs at the low end of the socio-economic scale do not do so in despair of improving their own situation. No violence is greater than psychological violence, whereby a man is made to feel that his position in society exists merely because he has been told repeatedly that he is no good for anything else.

EVALUATING STUDENT PERFORMANCE

Considerable has been addressed to this Committee on the question of student evaluation. There appears to be agreement that evaluation of each students' progress must be made from time to time. There is unanimity on the part of parents in wanting to know the progress their child is making in school. There was no attitude of "it's the school's worry and responsibility--not ours."

It is also fair to say that the majority favour a system of continuous evaluation rather than emphasis only on examinations. On this point:

A parent said:

Schools should base reports of a child's progress on all of his work, not just on his examinations. All-important examinations encourage rigidity and give very false impressions.

A student said:

'Grade' students according to a percentile system based on completion of assignments, originality, attitude, effort put into the class, and less on 'examinations' as such.

A Home and School Association said:

Continuous evaluation is preferred to a single comprehensive exam at the end of the year's work. This evaluation would be of ability, attitude, performance as well as end result.

However, the parents felt that the students should have the experience of writing a comprehensive exam sometime during the year.

A high school teaching staff commenting on this proposal said:

We believe continuous-progress evaluation, a technique in which week-by-week student progress forms a basis for promotion rather than only end-of-term examinations, is a strong feature since it is intended to develop greater responsibility and better work habits in students.

The basis for making the evaluation also prompted comment. Some parents want to know where their children stand in comparison to others in

the class. The suggestion from this group seems to be that the basis for the evaluation should be found in drawing such comparisons. One parent described competition in the classroom as "healthy and needed." Another asked "why can't parents know exactly where junior stands scholastically in relation to his classmates?" We believe that the tone of the majority of submissions, however, to favour not the comparison approach but rather the following as expressed by a student:

As far as the marking system, I feel that each student should be graded according to what that student can do rather than be graded according to the standards of the class.

(Note: It appears that this attitude is in conflict with the findings regarding competition among students in the public attitude survey.)

On more than one occasion we were told that it is unfair for one teacher to pass his or her evaluation along to the next year's teacher.

One contributor expressed it as follows:

It is disturbing to me that each year information (derogatory) is handed onto the new teachers in a school who could give a child a 'fresh' look if they were not hampered by many of the prejudicial stories handed on in the 'coffee' hours of the teacher's room.

A few submissions were made suggesting that Department of Education Examinations should re-appear on the scene. Reasons for this were expressed as follows:

It is thought that Department of Education exams should be written commencing in Grade VIII. Analysis of the results would assist in determining whether each school is meeting its obligation to provide an adequate education program.

And another:

I am very disturbed by the disappearance of the departmental exams: I know they were unpopular with teachers but in my opinion the fact that they kept teachers conscious of the curriculum was a great advantage.

The foregoing view, of course, conflicts with those who suggested complete abolition of all examinations. It should be noted that suggestions were made for the introduction of University entrance examinations which, we were told, would de-emphasize the competition presently associated with Grade XII examinations.

GUIDANCE COUNSELLING

Few matters received as much attention as that of guidance counselling in the schools. The day is past when this related mainly to advise and direction as to one's vocation in life. Many, particularly professionals in the field, came forward with valuable background information, philosophy and suggestions as to what is generally considered to come under the umbrella of guidance counselling. If we were to single out a representative definition it would be one enunciated, we were told, by one of the local School Boards. It reads: "Guidance is a process in which assistance is given in order that people may deal more adequately with educational, vocational, personal or social problems."

We heard a strong call for the immediate extension of adequate counselling services into the elementary schools of the City. This came from a group of elementary school principals, from seven Home and School Associations in elementary schools, from a number of individuals as well as the Youth Section of the Saskatoon City Police Department. The following brief, prepared by four members of an elementary school staff adequately states what many expressed in a variety of ways:

A school population is comprised of students with many and varied needs, not the least of which is the need for guidance counsellors actively involved as full time members of our school staff.

Our request arises out of a situation in which we are faced with many emotional and social problems. The causes of these problems are:

- (1) Homes with only one parent.

- (2) Families on welfare or out of work.
- (3) Situations involving the police, welfare agencies and other institutions are not uncommon.
- (4) Certain sectors of society are fairly mobile and this requires considerable testing, communications and orientation procedures.
- (5) Lack of ability of both parents and teachers to cope with children because of the changing needs of society.

Due to these problems which students face we find:

- (a) A significant percentage of students are academically retarded.
 - (b) Scores in basic skills such as arithmetic and language arts are considerably below grade level.
- Individual teachers are inhibited in being effective in counselling students because of:
- (a) The pupil-teacher ratio does not allow for individualized attention.
 - (b) Classroom teachers are not qualified in this specialized area of guidance.
 - (c) There is a need for interaction between student and counsellor apart from the classroom situation because of overt hostilities between teacher and student.

Many of these emotional and social problems begin in the early stages of a child's life. It is at this time when specialized attention should be provided and when more desirable results could be obtained. The public is presently concerned with the spiralling costs of education. However, the increased cost of guidance personnel in the formative stages of a child's life would decrease the possibility of him being a burden on society via jails, welfare institutions, mental hospitals, and other social services for which the public is presently being highly taxed. The public and all concerned should be made more aware of the end results of the "making do" with the shortage of psychologists and guidance counsellors in our system.

"An ounce of prevention is worth a pound of cure."

The same need must of course be met in the high schools. It is obvious that to some extent this is now being done. This is not to say that the system at the high school level is perfect. Several reasons were advanced to account for present inadequacies. We were told, however, that in many instances the guidance counselling departments were understaffed and accordingly required additional personnel. A youth group from a Church stated another reason in written form:

We would suggest that guidance counsellors be better qualified with better capacity to find rapport with the students. It would be desirable that the counsellors be

closer to the students' generation.

When asked for clarification at a public meeting, the spokesman of the group explained:

Partly what we were trying to say was we felt the guidance counsellors in this school didn't really know what was going on in our generation. We sort of felt that they were too far away from knowing what was going on. Like, they can't really help with the drug trafficking in this school; or--they can't really help with the people who are really confused and dropping out. They're there and it says 'guidance office - please walk in' on the door, but not many students really want to do this. There was a suggestion at our meeting last week that University students or students who had just graduated from University, or students that had graduated from Grade XII, would be excellent guidance counsellors. They just made the same mistakes within four or five years--they know what's going on and they can maybe help us with our problems.

Another high school student expressed his concern as follows:

The point I was trying to make, I think that most students are afraid or not aware of what guidance counsellors can do for them. Guidance counsellors are in their office, and you have to go to the office, and knock on the door, and the door opens. You stand there and there is this big guy standing there and looking at you and says 'yes . . . what . . . can I . . . do . . . for . . . you?' And most kids say 'ah . . . I'll come back a little later.' They're scared. They haven't any real idea of what you're going to do for them.

On the other hand, we had a high school Guidance Counsellor tell us that seventeen or eighteen out of every twenty students entering his office come of their own volition.

While it appears that considerable emphasis at the high school should be on the personal problem level, the vocational aspect remains very important. The student should be able to learn of the requirements of possible future employment and be given some exposure to the type of vocations that interest him. Some students expressed the view that they were not being adequately informed on entrance requirements with respect

to both University and trade schools. If these opinions should be representative then a remedying of this situation would certainly be called for. A student made what we thought was a positive suggestion when he said:

A direct link with Canada Manpower should be set up in the School's guidance offices. Besides giving good career outlooks statistics, manpower can show what jobs are available for students who have decided to quit school.

We have not found the formula for the ideal guidance counsellor. Having excelled as a classroom teacher is not necessarily an assurance that guidance counselling is one's field. Further, the "problem", the "misfit" or the "unsatisfactory" must never be given this role. With the pressures upon the young generation of today it could perhaps be said that the position of guidance counsellor is the most important in the school--even more so than the principalship.

RESULTS FROM THE PUBLIC ATTITUDE SURVEY - THE TEACHER AND THE SCHOOL

"Teachers should retire at an earlier age."

39% agree

"To a lot of teachers, teaching is just a job."

81% agree

"Teachers have a soft life."

18% agree

"Teachers have too many bosses."

42% agree

"Schools tend to be run for the educators rather than for those being educated."

50% agree

"Teachers salaries are too low."

34% agree

"Many teachers are clever at their own subjects but are unable to pass on their knowledge to students."

79% agree

"Teachers should take courses on new teaching methods and have to pass exams."

85% agree

"Students learn better working on group projects than working by themselves."

78% agree

"Small classrooms should be enlarged so that several classes can be together."

20% agree

"A teacher should have the freedom to teach a class the way he or she feels best."

83% agree

"Too many teachers just try to fill a student's head with facts."

60% agree

"A teacher should not be given the freedom to decide on what he or she is to teach."

43% agree

"Teachers tend to rely too much on school text books."

62% agree

"The grading system should be abolished."

49% agree

"In the classroom, encouraging competition among students is a good thing."

70% agree

"The student's performance during the year is more important than exam results."

86% agree

"The most important person in the classroom is the guidance counsellor."

53% agree

"There aren't enough guidance counsellors in the schools.

62% agree

"The guidance counsellors should not have to teach as well."

63% agree

SUMMARY - THE TEACHER AND THE SCHOOL

1. A well-trained teaching staff is considered essential.---

Particular attention in this matter should be directed to Division I.

2. An ability to attain academic success is not in itself a sufficient reason to allow for entry into the teaching profession. An interest in and a concern for the welfare of the individual student coupled with an ability to communicate with and challenge that student to work to his potential is of equal importance.

3. The quality of the teaching staff is the paramount concern on the part of the public as it seeks the best attainable education for its young people, with emphasis on buildings, teaching aids and the like being of secondary importance.

4. Because of the profound effect each teacher can have on the future of a student, procedures must be strengthened to assure as far as possible an absence of mediocrity in the practice and performance of the teaching profession. The teaching profession should continue to have the benefit of tenure legislation but there should be modifications to the law to ensure meaningful appraisal of performance both prior to the initial attainment of tenure and periodically during one's career thereafter.

5. The suggestion was made that a system of payment based on merit should be considered.

6. The role of the school principal is such a vital one that great care must be taken in appointments to such positions. There must be a recognition that every outstanding classroom teacher with a number of years service is not necessarily going to make an outstanding school administrator.

7. Communication between elementary and secondary school teachers is inadequate.

8. Confusion exists in the minds of many as to the nature of changes that have taken place in recent years in methods of teaching and the reasons that have prompted the changes.

9. The public will be receptive to changes in teaching methods if it is shown that:

(a) a human relationship between teacher and pupil is being maintained with encouragement of discussion and student participation; and

(b) it is expected, for good reason, by those proposing the change that an improvement in the educational process will result.

10. On the part of parents at least, the open classroom concept has not been well received.

11. A better utilization of community resources is desired, including such areas as out-of-doors education, field trips to industry and Government and specialty lectures by professionals.

12. The practice of acceleration has been brought into serious question, particularly because of problems it often entails for the child involved. Students should be kept as far as possible with their own age group for the twelve year period. Enrichment programs appeared to be a more satisfactory alternative.

13. Opinion on the merits of academic streaming, particularly at the high school level are so varied that it is impossible to suggest that there is a consensus one way or the other.

14. A progress evaluation must be made from time to time. The result of the evaluation must be communicated to the parents in an effective manner.

15. There should be a de-emphasis on the relative importance of examinations in making the evaluation, with greater emphasis on day to day achievement.

16. In the evaluation, emphasis should be given to the progress of the student according to his ability to achieve, rather than pitting him against his peers through various comparisons.

17. Guidance counselling is an essential service in our schools. There is a clear call for its introduction within the elementary school systems.

18. Personnel selected for guidance counselling must be carefully assessed for suitability with emphasis on an ability to communicate with students.

D. THE STUDENT AND THE SCHOOL

D. THE STUDENT AND THE SCHOOL

STUDENT VIEWPOINT

Student contributors, like other contributors to the inquiry, expressed their ideas and attitudes on a wide range of subjects. While it is difficult, if not impossible, to present every student concern here it is possible to present the student views which gained most frequent attention.

Freedom vs. Discipline - Student Attitude. A particular concern among the senior high school students who responded to the inquiry's invitation was one relating to the discipline vs. freedom controversy noted elsewhere in this report. Students, for the most part, stated that they would like more freedom from external control or direction in areas of curriculum selection, school attendance, topics of discussion and rules of behavior. While many noted that there has been some relaxation of school controls in these areas they did feel that more freedom would be desirable.

It is interesting to note, however, that even among the students there is dissent from this suggestion of further relaxation of external controls. The controversy reported elsewhere is apparent even among students but if measured in terms of numbers of students who expressed themselves to the Committee it is apparent that more students would advocate further relaxation of external controls and directions for students than would advocate the reverse.

One student, claiming that a further relaxation of external controls is warranted stated:

If people begin to look at some of the completely idiotic rules set down for students, they begin to wonder if they [the students] ever left public school . . . The administrators like to tell everyone they are treated equally because we live in a democracy. As far as students are concerned school is far from democratic. Students are given the 'love it or leave it' choice.

This same student continued by saying:

In some classes where on occasion the student is given the chance to express opinions [he] is cut down by the teachers. This . . . stifles involvement. I feel class involvement should be encouraged by teachers.

Another suggested that high school students should have freedom to select classes:

In terms of subject selection, the student should be informed [about] what subjects are required for whatever field he will be entering, but thereafter the student, not parents or teachers, should choose his subjects.

Referring to classroom attendance one student commented that:

When students have reached the high school level they should be able to decide if they can afford to miss a few classes. For some students they would be better off somewhere else than in a class that they could very easily catch up, especially if they have a lot of homework from other classes. As long as they don't expect the teachers to give them a lot of extra help they can only hurt themselves.

Another student reinforcing the above commented as follows:

If he [the student] chooses to spend class time in the library or doing something else he should not be reprimanded and forced to fabricate a good excuse. Surely our system can allow for some flexibility of a student's mood and interest. By the time a person reaches the age of secondary schooling, his taste in clothing and style should be honored. The apathetic, irresponsible citizen is partially a result of the school system which never allowed him to make decisions concerning himself. The rebellious youth is often a student who sees open abandonment of established principles as the way in which he will finally achieve personal dignity and freedom.

This is not to suggest, however, that these contributors would wish these increased freedoms for all students. Almost all student contributors felt that these freedoms should be available only for mature students--students in their senior years of high school.

Give the students some responsibility. At present we are told when to be in class, what class to be in

at what time, and so on. . . . Give a student the choice of whether or not to attend class. . . . If he misses more than a certain percentage of classes make him drop that class. Let him make errors and let him learn from them. . . . I don't think that this responsibility should be loaded on grade nines or tens, but grade elevens and twelves could handle it.

It may be said then, that while all students do not agree that a further relaxation in school discipline would be beneficial, there are a majority of students who would wish it.

Relevancy. Another frequently expressed concern by students was a call for "relevancy" of subject material. A substantial number of student contributors felt that many of their subjects, particularly the compulsory subjects, are irrelevant to what they might wish to do after completing their schooling. One student expressed the concern somewhat representatively as follows:

Although the cry of relevancy is an overworked cliche in [student] protest everywhere, its importance in education cannot be overemphasized. The inquiring mind can only be encouraged if the work offered is meaningful.

Semester System. A third major thrust of student opinion was a strong endorsement of the semester system. While some suggested that further refinements would be of benefit, almost without exception the semester system gained a high degree of student support. Some students suggested a better balance of "easy" and "hard" subjects to equalize the work load over the two semesters. Others felt that classroom assignments seemed to be more demanding under the semester system than under the old system and called for an easing of the work load.

Representative of student comments in this area are the following:

I like the semester system very much because one can concentrate on a few subjects at a time and it gives you much more time to study.

I like the idea of the semester system because the homework isn't as heavy at one time . . .

[The semester] system seems to be far better than any other system.

Other Student Attitudes. Several other matters were brought forward by student contributors: An endorsement of the split-shift system, a recognition of student apathy, the inappropriateness and unfairness of certain marking or grading systems, a call for a broader curriculum, particularly in the social sciences and fine arts, a better co-ordination of efforts of elementary schools and secondary schools, and a call for individualized and highly personal attention for each student.

While it might seem from the foregoing that students are highly dissatisfied with the present system of schooling, the committee does not feel this to be the case. For the most part student contributors felt that Saskatoon schools are very "likeable" and good--but that some attention is needed in the areas noted. One minor concern expressed by two students may hold the key to understanding the nature of the comments made by others. These two suggested that school authorities should be highly communicative and understanding of a student's individual circumstances. These students felt that there should be an appropriate place to go where student complaints and suggestions would be aired. If such a body were readily available to students perhaps they could feel more secure and self-directing.

There should be someone or some place where students could go to air their legitimate complaints. . . .
[This someone or some place] should have the power to investigate and correct the problems.

DISCIPLINE vs. FREEDOM - COMMUNITY ATTITUDE

Areas of Concern. The general public also paid a great deal of attention to the discipline vs. freedom aspect of Saskatoon schools. How many restrictions should teachers and schools place on students? How many rules and regulations should there be governing a student's conduct? How much freedom from external control or direction should be granted to students? This subject, it soon became apparent, generally evoked a highly emotional response and no small amount of controversy. This is probably because everyone has his own view about freedom.

We must also mention, by way of introduction, that the concepts of freedom and discipline were frequently left undefined. Contributors would suggest, for example, that more rigid discipline is needed, or that more freedom is needed but would often leave the interpretation of the matter to the Inquiry committee.

Among those who did specify the types of discipline or freedom they advocated there appeared to be five broad areas of concern. These are presented as follows:

1. Curriculum areas

Range of Suggestions - The students should be required to study basic subjects; or the students should have free choice in the selection of courses for study.

2. School Attendance

Range of Suggestions - The students should be required to attend school and classes; or, the students should be free to decide whether or not to attend school or class.

3. Performance

Range of Suggestions - The students should be under pressure to produce results; or, the student should be free to work at his own pace.

4. Topics of Discussion

Range of Suggestions - The students should not be allowed to waste time in discussion of matters unrelated to the course or curriculum; or, the students should be free to discuss any and all matters of importance to him however controversial these subjects may be.

5. Rules of Behavior

Range of Suggestions - The student should comply with the school rules and regulations of behavior; or, the student should be allowed the freedom to behave as his or her conscience would dictate.

It became apparent, therefore, that the controversy over discipline vs. freedom in Saskatoon schools centers around the question of how much freedom from external control or direction should be granted to students in the above matters.

Public attitude in the area of discipline vs. freedom was divided into three main groups. There are those, on one hand, who would suggest that schools should enforce more rigid discipline in student matters. Another group exists who would favor the granting of more freedom to the student. A third group exists who would suggest that students should be allowed more freedom only when they are ready to accept the responsibility of

—

exercising their freedom well. (This is perhaps, an over-simplification of positions taken by the contributors as an overlapping from one group to another in different matters did occur.)

The first group of contributors, including some students, thought that there should be more rigid discipline in the schools. They felt that more external control and direction of students would be beneficial. They suggested, for example, that students should be required to study certain basic subjects so that fundamental skills and knowledge would be acquired. In addition, they suggested that students should be "pushed" academically so that they will produce and so that they will learn their subjects thoroughly. They commented that students should learn to respect their teachers and learn to respect and obey the rules governing behavior which have been established by the schools. In addition, they felt that students should learn to respect and obey the rules of society at large. One student wrote this:

[T]he breakdown in rules has caused students to be lazy; students don't have to make sacrifices any more. They have no respect for themselves and show little concern for others. . . . I feel that high school students are not mature enough to operate in a 'laissez-faire' atmosphere. . . . Students need rules and discipline to develop habits which are needed in the outside world.

A parent commented this way:

If you don't give them [the students] a solid framework of reference with an appropriate reward and punishment system, you [the parents and school] are sloughing off your responsibility as a decision maker onto them and this is just not fair.

Other comments from various contributors which may be taken as somewhat representative of this first group are as follows:

[Young people cannot] be allowed to proceed at their own speed. It is axiomatic that human beings work only as fast as they have to unless they are doing something they enjoy. I would agree that a particular topic should be made as interesting as possible but to some, mathematics, for example, will always be an undesirable experience. But it does not follow from this that a person should be allowed to proceed 'at his own speed' or, even worse, that he should be given the choice of studying or not studying mathematics. This lack of imposition of discipline could leave a gap in a student's education which may never be filled and which he will later regret having. Thus discipline and firm guidance are necessary components of education.

The students work should be planned, the student should not be left to work at his own speed. . . . A little more pushing on the part of the teacher is needed.

I'd be in favor of more discipline in the schools with prompt communication with the parents if the student is causing a disturbance within the classroom

. . . There is no way I want my child to attend a school where there is no discipline or order. I don't feel the teachers should beat the children to a pulp, but they should certainly be able to have some way to show authority and to get the children's respect.

[T]he school has reneged upon its obligation a complex society has placed upon it if it abandons its responsibility and tells the student - pick your own content and do your own thing. . . . The schools are obligated to take a stand against those who would have their will regardless of the infringement of the rights of others.

[Schools] must assume that individuals need to grow, need to have direction in their growth, and, where necessary, impose penalties upon the non-co-operative.

The second group would suggest that students are not presently allowed sufficient freedom. Too many rules and restrictions are imposed on students when in fact, they claim, the students should have freedom in any and all educational pursuits. This group would suggest that the student have the freedom of choice of course; freedom to attend or not to attend school or classes; freedom to work at his own pace; freedom

to discuss and to probe into matters without restriction; and freedom to express his individuality and creativity. After all, claims one contributor, "education is not something a person should be forced into." Such freedom would develop within the individual, they contend, a sense of responsibility and self direction and would prevent the feeling of alienation and de humanization that they claim students are presently experiencing.

Representative of this group might be the following comments from six respondents:

Schools must introduce students to the use of their minds for themselves and for sheer enjoyment, by encouraging responsibility and self-discipline. . . . This objective is part of the modern school system, but the present rigid class structure--especially in the high schools--does not aid the development of these abilities. . . .

[There is] too much regimentation and conformity. All children are expected to fit into a certain slot. . . . Children are not given the opportunity of self discipline or allowed to explore themselves. They are disciplined by external forces often negative in spirit.

Society has no right to compel pupils to conform to any regimented school system.

A major objective of education should be to increase the independence of the pupils in the direction and conduct of their own learning. . . .

A variety of . . . methods or combinations of methods might be made available to students so that some choice in learning method is possible. When courses are taken in school, the teacher should be an optional rather than a compulsory reference, . . . It is important that in our world [the students] learn to identify and solve problems on their own.

I am in favor of a good deal of freedom for the individual student including the freedom to dress in any manner consistent with society's laws of decency, freedom to have his hair any length he likes, freedom to indulge in political discussion and activity, freedom not to do his homework and freedom to fail with dignity.

The third and largest group of contributors suggested that students should be granted additional freedom as they accept and demonstrate increased responsibilities for their education. Some rules and restrictions should be removed gradually as the student matures and as he develops a sense of responsibility and self direction. One commented that:

. . . to grow into responsible, socially aware people, children should take more responsibility for educating themselves. Since freedom and responsibility go hand in hand I would like to see students given as much freedom in choosing their program of studies as they are able to handle at any given time.

Another commented that:

. . . children are largely at the receiving end of this process, especially in the earliest years but obviously they need an atmosphere at school and at home which will allow them gradually to develop the ability to make their own decisions.

Several comments representing this third viewpoint are as follows:

Students should be free to become individuals: freedom should be given out hand in hand with responsibility and taken away if abused. . . . Freedom is the road to maturity.

An attempt should be made to teach the child to develop more responsibility for his own education as he grows older. In this way compulsory attendance may not be necessary in the last years of high school.

I am not advocating free schools as such. Certain order must be maintained but not for its own sake. As arbitrary rules are relaxed, most students lose the desire to rebel. [Our high school] is an example of where regulations were negotiated between students and staff, the students themselves supplying the necessary pressure to bring most transgressors into line.

At what stage then, would this third group suggest that the student is ready to accept the responsibility of being granted more freedom than now exists? It varies. Basically they would suggest, we feel, that the senior years in high school are appropriate, depending

both upon the individual student and the nature of the "freedom" to be granted.

We can summarize these ideas then by stating that while some citizens feel that there should be more discipline (external control and direction) in the schools and while others suggest that students should be granted an increased amount of freedom, a third body of citizens feels that there may be a "meeting" point. This group (the latter) which encompasses a large number of individuals are prepared to suggest that students should be granted increased freedom as they accept the responsibility for that freedom. These citizens would encourage more student self direction in specific areas of school activity. They would suggest that students who accept the responsibility for their education should be released from some controls and imposed directions.

STUDENT REPRESENTATIVE COUNCILS

If students are to have additional freedom by what means should it be brought about? Should schools just discontinue certain rules of behavior? Can the students have a voice in the development of their role in the school? Of particular concern here is the number of submissions which are critical of Student Representative Councils. (It became apparent that contributors thought primarily in terms of high school Student Representative Councils.)

The primary concern voiced in submissions to the Inquiry is that these Councils are elected merely on the basis of "popularity contests". It is claimed that these Councils are not presently an effective means of voicing student opinion; they may act as a dance committee or they may determine where student funds are to go, but they do not serve a purpose in relating student concerns to the

teaching staff. Moreover, it was observed more than once that the staff "advisor" to the Student Representative Council in fact vetoes any positive suggestions that the committee may make that departs from the status quo.

The following comments to the inquiry concerning Student Representative Councils are indicative of the type of statements received:

Student councils are a sham--they are in effect dance committees. Student council elections are personality contests with no serious discussion of the problems facing students since student councils have no power anyway.

An average S.R.C. spends its time deciding what percentage of student fees go to what clubs and activities, trying to squeeze an extra dance out of the administration, and possibly even trying for a smoking lounge. It is because of these priorities that this experiment with democracy is a total failure. It is also because of the lack of any issues that this election becomes nothing more than a popularity contest . . .

The student government should first be free of the teacher's 'advisor' who, with his veto power is actually the real 'student' representative.

It is of interest here to note that despite a formal invitation to each of the Student Representative Councils in Saskatoon high schools, not one chose to respond to the Inquiry's request. Not one Student Representative Council made a presentation outlining student concerns in their school. (The Inquiry Committee subsequently explored other and more effective means of gaining knowledge of student concerns.)

We must acknowledge the efforts of all those Student Representative Council's past and present who have worked long and hard hours to effect their wishes. But the idea is apparent that the present structure of the Student Representative Councils in Saskatoon schools is not considered effective as a voice for student concerns; nor do these councils appear to play any effective role in running the school.

RESULTS FROM THE PUBLIC ATTITUDE SURVEY - THE STUDENT AND THE SCHOOL

The young people of Saskatoon (ages sixteen to nineteen) were surveyed as a separate group in the total survey. Their opinion is included in the Saskatoon sample that we have used throughout this report. In this section of the report in particular we thought it of special interest to supply comparative opinions.

Young People

Saskatoon

"There are a lot of unnecessary regulations in schools."

77% agree

49% agree

"Schools are unfair to the students."

31% agree

21% agree

"Students have too much freedom."

11% agree

41% agree

"There is not enough discipline in the schools."

18% agree

47% agree

"Boys in school should be made to have their hair short."

6% agree

40% agree

"Students should be allowed to smoke in the classrooms if they want to."

32% agree

11% agree

"High school students should be allowed to choose their own curriculum."

93% agree

73% agree

"There should be no compulsory subjects in high school."

59% agree

32% agree

"Most students enjoy going to school."

60% agree

78% agree

Young People

Saskatoon

"Sixteen and seventeen year old students are treated like adults in the school."

47% agree

49% agree

"Senior high school students should have a say in the running of the school."

84% agree

57% agree

"The principal only meets the student when the student has done something wrong."

71% agree

49% agree

"Those who run the schools rely a lot on the Students' Representative Council."

30% agree

22% agree

"The opinions of the Students' Representative Council carry a lot of weight with those in authority."

48% agree

43% agree

"The elections for the Students' Representative Councils are just popularity contests."

69% agree

60% agree

"The semester system is a very good one."

95% agree

87% agree

"It's a good idea to have students going to school in shifts."

49% agree

37% agree

SUMMARY - THE STUDENT AND THE SCHOOL

1. Most senior high school students in Saskatoon schools are basically satisfied with the present school system(s) but they do feel that some changes must be made.
2. Contributing students recommend a greater degree of student self-direction as it relates to class selection, school attendance and rules for behavior. Students suggest that a high degree of self-direction should be available to senior high school students with lesser amounts available to lower years.
3. Students wish to study material which they feel is relevant to their lives and future pursuits.
4. Students endorse the semester system and this is in line with community thinking.
5. Public opinion is not polarized on the extremes of student regimentation or total student freedom. There appears to be weight in favour of a "meeting point" between those who advocate more external controls and directions for students and those who advocate more student freedom. This meeting point would appear to be that senior high school students could be granted additional freedom from external control and direction as they demonstrate an increased sense of responsibility for their schooling.
6. Student Representative Councils are not considered effective in communicating student concerns to school authorities.

E. THE PARENT AND THE SCHOOL

E. THE PARENT AND THE SCHOOL

PARENTAL CONCERNS - REPORTING

Much public attention is focused upon the parents and their relationship to the school. Among the comments relating to this subject which gained repeated expression was a concern that parents should be provided with more information, both by teachers and the school.

There were those who wished only that teachers would provide the parents with more or better information about his or her child. They expressed the concern that they would like to be better informed about their child's progress, strengths and weaknesses, and his interests. Some felt that the parent-teacher interview is an effective tool in achieving this goal but did note some shortcomings. In addition, it was suggested that an easily interpreted, written report, dealing only in concrete fact is also necessary. Furthermore, some would like teachers to better inform parents as to how they might help their child in his schoolwork.

The ideal reporting system would be a combination of teacher-parent interviews, marks and students standing in the class. Report cards which merely state that the students' performance in a class is satisfactory, or that he is working to the best of his ability, fail to give the parent guidance on the direction in which the child should be encouraged. Furthermore, it is unfair to the child not to give him an assessment of his limitations, which he will eventually learn about in later life.

The suggestion has been made that during a parent-teacher interview or a portion of it at least, the child should be in attendance.

A few briefs expressed criticism based on a negative experience during a parent-teacher interview, representative of which is the following:

I would like better teacher-parent interviews. Both of us are on best behavior, nervous and neither will admit ignorance. If I object to a subject, or if I wish to find a reason for my child's changed behavior I should not be subjected to skepticism. I am very tired of the old cliche 'it's not the same as when you went to school', or 'we don't do that anymore'.

Some conflict exists over the manner of communicating marks to parents. Some suggest the percentage system; others the alphabetical expression. Others question the content of the written report itself, one parent expressing her concern as follows:

Another area of lack of communication is that of reporting progress. The present non-specific, twice yearly reports are most inadequate. A common report we have received on our children runs something like this - 'your child is doing very well, is pleasant in the classroom. I wish all my pupils were like that.' Fine. But how much does he know? He is going to school to learn. If so, shouldn't we know what he is learning and how well he is learning it?

The real concern of parents that we sensed in this entire area is perhaps represented by the parent who expressed himself as follows:

The first point we would make is that the format of the reports have changed each year and have changed in such a way that it makes comparison of our daughter's progress over the years very difficult, if not impossible. . . . It has been suggested to us that there is no need for reports to be issued at all in view of the fact that parent-teacher interviews can always be arranged. We disagree very strongly with this attitude on two grounds. Firstly many parents will find it difficult to get to these interviews during school hours and secondly because it is more difficult for teachers to be completely objective in personal discussions with parents than it is in a formal report. It is difficult to foresee reports ever becoming redundant and it would seem advisable for each school to have a standard report format if only to reduce the degree of subjectivity of student rating between successive teachers. If changes in the reporting procedures become necessary, as they must from time to time, then they should be adequately explained to parents and should be no less informative than the preceding method.

A professional group reflected the view of many when they said,

. . . the parent-teacher interview is most satisfactory but with the high mobility rate of our population today the child also needs the security of a written basic reporting standard.

PARENT-TEACHER COMMUNICATIONS

Some felt that the school cou' better inform its community about matters of interest in the school. Such information as programs or courses offered, teaching methods or current problems facing the school could be passed along to loca' parents. An area of considerable concern is that, in many instance here is not the free flow of information that parents f-eel should be present. The reasons why this is so appear to vary from one situation to another. There appears to be present a genuine desire on the part of parents to keep abreast of the progress of their children. While considerable favourable comment has been made about the parent-teacher interview technique, it is obvious that it has not yet been refined to the point where a free and frank exchange takes place. While the teaching profession is undoubtedly as anxious as parents are to open freely the communication lines, there are instances where parents feel that they are not met with openness on raising their concerns. Some parents feel restrained about offering criticism lest it, in effect, be held against members of their families. Representative of responses that have led us to make these comments are the following.

From a community association:

Because of the fact that parents are not always able to ascertain from their children what is happening to them at school, the school should assume more responsibility for keeping parents informed of the school situation.

Parents should be provided with an outline of the courses that their children are taking, particularly at the secondary level, the texts and hours of work expected in each course, so that they can assist their children in their school work.

Parents should also be advised on the extent of social problems amongst school children, such as theft, drop-outs, sex and drugs. Every effort should be made by the School Boards to develop effective plans to minimize these problems and parents should be made aware of such plans.

From a parent:

It seems impossible to know what is offered in instruction except by cross-examining our children (a most inaccurate technique). Most teachers insist it is too time-consuming to inform the parents. An exception to this was a year one teacher, who, for the first term sent home weekly news letters explaining what the children had covered in the skill subjects. I see this form of communication extremely valuable from a parents' point of view. It is impossible to commend or criticize when one doesn't know the scope of instruction.

From a parent:

Parent-teacher relations to be put on a more personal basis with avoidance of large-group discussions in which the teachers 'talk' to the parents but never have time to listen. Seminars and panel discussions, committees and study groups to be used to develop a solid and worthwhile exchange.

From a comment made at one of our public meetings:

As a parent it is my feeling that it is very difficult to get any hearing at the school if one criticizes. The teachers are very much on the defensive. We are told that the school wants to know what we think. They want us to work along with them as a member of a team, but I find they really want to hear from us as long as we agree with them; as long as we do not criticize anything they do.

PARENTAL INVOLVEMENT

Parallel to the wish for more information is the desire that parents and other citizens could be more actively involved in the school program. Almost without exception those who addressed themselves

to the role of the parent in the school called for increased parental involvement. "Educators have long held that parent involvement can greatly improve the educational process," claims one contributor, and suggests further that ". . . ALL we ask is the opportunity to work closely with educators so that we both might carry out our responsibilities more effectively."

The nature and extent of the involvement indicated varies from one submission to another but basically the concerns may be presented as follows. Some contributors felt that involvement should extend only to the parents taking an active interest in the education of their child. This group felt that parents should be allowed and encouraged to visit in the classroom and that in addition, they would not only be informed but also consulted in matters affecting their child's educational program (e.g. curriculum, teaching methods, and the teaching of moral or religious values). One contributor, noting a difficulty in bringing this about, stated that "parents who would like to take an active part in their children's schooling often have a very limited possibility to do so".

To some citizens the extent of involvement goes beyond this. A particularly strong emphasis was placed by contributors on the use of voluntary assistants in the schools. They stated that community involvement, and more particularly parental involvement, on a voluntary basis should be encouraged. A variety of uses were suggested including lunchroom supervision, playground supervision, assisting teachers with supervision on class excursions and field trips, reading to primary grade groups while teachers are engaged in other more demanding activities, assisting with instruction in specific areas where one's special knowledge and training could prove useful (e.g. science, social

studies, physical education, or art . It should be noted that not only were parents suggested as a potential source for volunteer assistance, but older or more advanced students as well as retired citizens or other interested community members were also recommended. Some suggested that the School Boards should examine the feasibility of training parents or other volunteer assistants so that they could be utilized more effectively in the classroom setting.

Several submissions directed to the Inquiry would indicate that, to a considerable extent, citizens hold the view that the parent's role should go much farther. Parents wish to be observers and to be consulted in matters of importance to their own child, but they do not wish to limit themselves to providing voluntary assistance only. These people would suggest that parental opinion should be sought and utilized in a decision-making role, both at the local school and board level. They feel that parents should be consulted and actively participate in making decisions about educational aims and objectives, curriculum planning, and teaching methods or practices.

"Parents today should become an integral part of school life," suggested one citizen group. "As parents we feel that we share a collective responsibility with the Board, and educators, for the education of our children," commented another group. The statement of one contributor which can be said to be reasonably representative of a point of view held by others was this: "Decisions regarding curriculum, school philosophies, local priorities and the like, should be made by the people, and not left to administration staff and professional educators, though certainly the advice of the professionals should be sought and carefully weighed."

To summarize this point then, the Committee has found that

a large number of citizens expect that parents should become more involved in educational matters in Saskatoon schools. They feel that they should be informed and consulted in matters affecting their children's education. A strong feeling exists that parents and other interested citizens should be used as volunteer assistants in the schools. To a lesser extent, parents wish to contribute in some way to making decisions about school programs and practices and School Board policies.

At present, the Home and School Associations represent the one possible means for the parents to become involved with the school in a community way. It was suggested that this involvement is far from adequate. Those who represent the home in this association have the feeling of being a lesser partner--rather even more a servant than a partner. Some seek a more responsible arrangement. One citizen made the following comment:

The real issue is how much [parents] may be able to do in a school if they are not relegated to the 'servants' jobs. The Home and School which I have been involved in were auxiliary in nature because of the way they operated and their constitution.

I do not believe that community involvement can occur effectively unless two changes take place. The first is some sort of legal recognition or motion by the Boards, that the community can have a voice in the schools. . . .

The second change which is a prerequisite for community involvement is the commitment of a school's staff to this idea and the beginning of the necessarily-slow process of working out an arrangement suitable to the personalities concerned. This is a recognition of the impossibility of imposing this kind of change on people; rather the opportunity would be made available.

One woman who urged home and schools to seek their proper role warned against wasting their energies in "spending all their time

on busywork such as fun fairs, rinks, bake sales, and talks on "My Trip to Russia".

It is apparent that the public feels a need for a more adequate forum for the presentation of ideas, the airing of complaints and the redress of grievances. One parent described the problem and reflected on it as follows:

Feed-back from the community to the school system has been lacking in any formal sense until the Citizen's School Inquiry was set up. I believe this is an essential 'step' in having a better educational system. I use the word 'step' because I hope that the process begun in this way will be continued in some form or other. I generally sense that people feel powerless to influence the school system. . . .

Conversations with some of the elected members of the Boards (present and past) have led me to believe that there is a great need for people to be able to contact someone when problems, crises or opportunities for change affect their children. . . . I propose that an impartial, respected member of the community, who was well versed in educational matters should serve as an 'ombudsman' for the system. We, as a society, are recognizing the need for ombudsmen as a check and balance on bureaucratic functioning and I submit, that in the vital and crucial area of education, such a role should be filled.

RESULTS FROM THE PUBLIC ATTITUDE SURVEY - THE PARENTS AND THE SCHOOL

"Parents should have the opportunity to meet their child's teacher early in the first term."

95% agree

"The only times the school contacts parents is when there is something wrong."

62% agree

"Parents tend to feel uncomfortable when talking to teachers."

56% agree

"Parents should be allowed to observe in the classrooms."

69% agree

"Parents should not be involved in how the school is run."

22% agree

"Any decision to be made about a student's curriculum or course should be a joint one of the student, the teacher and the parents."

88% agree

"Parents should be prepared to put in time on behalf of their child's school."

85% agree

SUMMARY - THE PARENT AND THE SCHOOL

1. It is felt that parents should be provided with more information about the program and progress of their child. The parent-teacher interview is viewed favourably by parents but they would also like the security of a basic, written report which is easily interpreted and which deals only in concrete facts. It is suggested that these written reports should have a format which is to some extent standardized.

2. It is felt that parents should be better informed by the classroom teacher and by the school about the teaching program offered, teaching methods employed, and the problems currently faced by the school.

3. There is a strong call by parents for an increased amount of parental involvement in the school program. Parents wish to be allowed to visit the classroom freely and to be included in the classroom setting as volunteer assistants. Some wish to play a more active role in the school by serving as a consultant in the decision-making process.

4. It is suggested that home and school associations should become a stronger and more responsible body for voicing parental concerns to the school.

5. Parents, as well as students, expressed a desire for an appropriate forum for presenting ideas and airing complaints.

F. ADDITIONAL IMPORTANT ISSUES

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EARLY EDUCATION

A few presentations asked for assistance for those parents who have a desire to prepare a child for school in his earlier years, but are unsure of how to proceed. One person expressed concern "that very early intellectual development is so rapid, [and] . . . attitudes are gained before age three and strengthened to age seven." A group suggested a possible procedure: "primary consultants [could] act as resource people for seminars in child development and demonstrations on methods that parents can use in developing skills and concepts in their pre-school children".

Aware that there were on-going studies in this area, the Inquiry at the outset made no special effort to encourage response on the subject of kindergarten. Nevertheless, as the hearings progressed, response became very significant, running two-thirds in favour of publicly-supported kindergartens throughout the city. Respondents demanded equal opportunities for all, qualified staff, a strengthened and standardized curriculum, low enrolment (not more than 20), and continued in-service training for kindergarten teachers. Many saw advantages in kindergarten: for example, as a diagnostic clinic for early recognition of mental, emotional and learning problems; or as a place which "helps children to manage themselves and grow physically, socially, emotionally, and intellectually," and assists them "to find a comfortable contributing place in [their] world." Despite their insistence on its importance and universal availability, most felt that kindergarten should not be compulsory.

The approximate one-third opposing universally available kindergarten did not all give the same reasons for their opposition. One dismissed the whole program as a "waste of time and money," asserting that the first two months of Grade One repeats kindergarten. Others felt that parents should have the option of choosing other early programs (e.g. music, art, dance, swimming) in preference to kindergarten. The opposition of a large group centered around the question of priorities. Acknowledging that there is a limit to the finances available, these respondents preferred that available monies be directed first of all to the developing of the best Division One program possible.

There was considerable feeling expressed regarding the importance of Division One, "the years when the most crucial learning takes place." Priority was sought here in such factors as emphasis on small classes and individual attention, and the hiring of teachers with the highest academic qualifications. One group expressed their feelings as follows: "For primary grades especially, provide the best qualified staff, keep classes small, concentrate remedial reading specialists and speech therapists on the younger students, and assign non-professional duties to non-teachers."

One person sought greater freedom for the Grade One teacher to depart from certain standard school rules; it was thought that children should be introduced to the full day of school gradually, according to individual child's ability to adjust to the new situation.

There appears to be growing interest in enrolling children in school at an earlier age, reflecting the practice presently followed in some European countries. Television has had a great impact on pre-school children (e.g. Sesame Street); they seem to be better prepared

for academic work than children of a generation ago. It was suggested by one respondent that children of four to five years have the cognitive abilities to engage in academic pursuits.

PUPIL-TEACHER RATIO

A significant number of briefs showed concern for pupil-teacher ratios. In asking for lower ratios, they made the following observations:

1. The lowest ratio should be maintained in Division One.
2. Low ratios should exist in certain subject areas, such as Art, French and Language Arts.
3. The present low ratios in special education should be maintained.
4. The use of the term "pupil-teacher ratio" is unsatisfactory.

Parents do not want to be misled by figures which have been averaged; they want to be told what in working out the ratio, other than full-time classroom teachers have been included. What parents really want, is to know that there is a limit to the number of children assigned to a particular teacher in a particular classroom.

This significant appeal for lower numbers in classrooms was based solely on one argument: concern for the child as an individual.

One parent said:

For learning basic skills . . . individualized teaching programs are more successful. It is difficult [for the teacher] to cope adequately with large groups of students.

A home and school said:

Many of the student's problems could be solved by more individual attention. Integration of children with special needs in regular classrooms would be facilitated through smaller classes.

Another home and school said that lower numbers enable the teacher "to more readily asses each student's work [and] to be available to help

in problem areas." And another group commented, "Individualized relevant education cannot take place with the present size of classes."

ADULT EDUCATION

The participation of the publicly-funded systems of education in Adult Education was discussed by a few respondents. The need was expressed by one man who had had only a Grade Three education as follows: "Where do we go? I can name you a lot of people who have bigger problems than I have maybe, but still have no place to g "

An extension of the present evening classes was suggested. Another person requested "that the Boards make a policy of welcoming adults to any classes which they wish to attend, at no cost," having in mind the unemployed who are free during the day, but who are apprehensive about attending regular classes.

It was suggested by one group that the Boards support the work of the Saskatoon Council for Continuing Education. The same group asked that the Boards accept responsibility for a "continual assessment of educational needs," with the purpose of locating and offering assistance to "those segments of our population who are relatively disadvantaged."

The question of school leaving age was commented on by several respondents. In the main, and with reference to secondary education only, they asked that students be allowed to drop out legally at any time, with the option of returning as serious students at the beginning of any term.

RESOURCE CENTRES

A significant number of people stressed the importance of good school libraries or resource centres. It was generally agreed that all schools should have resource centres, with trained library staff, some on a part-time basis, in charge of them. Further, it was stated that adequate stocks of books, periodicals, and audio-visual materials (such as filmstrips, film loops, sound recordings and tapes, pictures, photographic slides, maps, charts, overhead transparencies) should be provided for all schools. It was argued by a home and school group that adequately stocked and properly staffed resource centres "are prerequisite to implementation of the individual-centred philosophy of education which is recognized as necessary and desirable today, and which is the official philosophy for education in Saskatoon."

Reference was made by several groups - school librarians and home and school associations - to Standards for Library Service for Canadian Schools as a guideline for future development. Specifically, these groups emphasized the need in schools for professional teacher-librarians; for large budgets (\$5.00 per student for books and the same for audio-visual materials); for clerical assistants in large libraries; and for more space to accommodate students in the resource centres.

School librarians drew attention to training requirements. They stressed that "teaching qualifications and experience are essential to running an effective [media centre] programme in a school situation." In addition, however, they recommended "that local school boards establish a policy whereby teacher-librarians would be required to take at least three undergraduate classes in library science as a condition